

# **Citrus County Comprehensive Emergency Management Plan**

**January 2015**



---

## Table of Contents

<b>I. Introduction.....</b>	<b>5</b>
1. Purpose .....	6
2. Scope.....	7
3. Methodology.....	9
<b>II. Situation .....</b>	<b>10</b>
<b>A. Hazards Analysis .....</b>	<b>11</b>
1. Tropical Cyclone Events .....	11
2. Severe Weather .....	12
3. Environmental.....	14
4. Terrorism.....	17
5. Mass Migration/Civil Disturbance.....	18
6. Biological.....	19
7. Technological .....	20
<b>B. Geographic Information .....</b>	<b>23</b>
<b>C. Vulnerability Analysis (Demographics).....</b>	<b>25</b>
<b>D. Economic Profile.....</b>	<b>29</b>
<b>III. Concept of Operations .....</b>	<b>31</b>
<b>A. General .....</b>	<b>31</b>
<b>B. Assignment of Responsibilities .....</b>	<b>34</b>
<b>C. Plan Activation .....</b>	<b>35</b>
<b>D. Warning and Dissemination.....</b>	<b>36</b>
1. General.....	36
2. County Warning Point.....	36
3. Significant Incidents .....	37
4. Alerting.....	38
5. Call Out Alert.....	38
6. Notification .....	39
7. Levels of Activation .....	40
8. Warning to the General Public.....	40
<b>E. Emergency Decision Making .....</b>	<b>41</b>

---

<b>F. Protective Actions .....</b>	<b>42</b>
1. Evacuations .....	42
<b>G. At Risk Population .....</b>	<b>43</b>
2. Sheltering .....	45
<b>H. Relief Operations.....</b>	<b>46</b>
<b>I. Activation of the National Response Framework .....</b>	<b>47</b>
<b>IV. Direction and Control .....</b>	<b>48</b>
<b>A. Governor .....</b>	<b>48</b>
<b>B. Governor's Authorized Representative (GAR) .....</b>	<b>49</b>
<b>C. Board of County Commissioners .....</b>	<b>49</b>
<b>D. Emergency Management Director or designee.....</b>	<b>49</b>
<b>E. Additional Direction and Control Policies .....</b>	<b>50</b>
<b>F. Citrus County Response Team Organization .....</b>	<b>51</b>
<b>G. Citrus County NIMS Integration.....</b>	<b>52</b>
<b>E. Incident Management Communication.....</b>	<b>53</b>
<b>F. Incident Management Training .....</b>	<b>54</b>
<b>V. Financial Management.....</b>	<b>56</b>
1. Assumptions.....	56
2. Expenditure of Funds .....	56
<b>VI. Training &amp; Exercises .....</b>	<b>59</b>
<b>A. GENERAL .....</b>	<b>59</b>
<b>B. CONCEPT OF OPERATIONS.....</b>	<b>59</b>
1. General.....	59
2. Phases of Management .....	60
3. Exercises.....	61
<b>C. Responsibilities.....</b>	<b>63</b>
<b>VII. Reference and Authorities .....</b>	<b>64</b>
<b>A. Citrus County.....</b>	<b>64</b>
<b>B. Administrative Rules .....</b>	<b>66</b>
1. State of Florida Statutes: .....	66
2. Federal: .....	67

---

---

3. Administrative Rules State of Florida.....	69
4. Citrus County.....	69
5. Other reference documents include the following: .....	69

## **I. Introduction**

Citrus County is vulnerable to a variety of hazards that threaten our population, businesses and the environment. The Comprehensive Emergency Management Plan (CEMP) establishes the framework, as authorized by Chapter 252, Florida Statutes, to ensure that Citrus County is prepared to deal with these hazards. The CEMP emphasizes action within the four phases of the Emergency Management cycle: Preparedness, Response, Recovery and Mitigation. The CEMP defines the functional roles and responsibilities of each government entity that partners in Citrus County's disaster organization and their relationship to each other. In addition, the County's CEMP provides a comprehensive approach to reducing the effects of disasters on its population and physical environment.

The CEMP is divided into five sections: The Basic Plan, Recovery Functions Annex, Mitigation Functions Annex, Emergency Support Function Annexes and Appendices. The following describes each section:

- A. The Basic Plan** – outlines the general purpose, scope and methodology of the plan; coordination, control and organizational structure; concept of operations, and identifies responsibilities of all agencies and resources mobilized by the county to assist in recovering from a disaster. The CEMP enables the Citrus County Board of County Commissioners to discharge their responsibility for providing direction and control during any large-scale disaster.
- B. Annex I – Recovery Functions.** This annex outlines specific tasks or functions that may be carried out before, during and after a disaster and details control, coordination, planning efforts, and policies within Citrus County designed to facilitate both immediate and long-term recovery after a disaster has occurred. Thus, providing for rapid and orderly start of rehabilitation and restoration of persons and property affected by a disaster anywhere in Citrus County. Specific tasks may be described in Standard Operating Guidelines (SOG's) or other operational plans utilized within Citrus County.
- C. Annex II – Mitigation Functions.** The mitigation annex includes the projects, policies and programs that reduce the county's vulnerability to the impacts of disasters before they happen. The annex also details requirements and the programs incorporated in post-disaster recovery efforts to prevent recurring losses from future disasters.

- 
- D. Annex III – Emergency Support Functions (ESF's).** These ESF annexes detail by name and organization the lead, support and coordinating entities and their roles and responsibilities in the four phases of an emergency. Each annex outlines specific tasks or functions that may be carried out before, during and after a disaster and/or emergency event. These tasks utilize the Emergency Support Function (ESF) concept of the federal and state plans and can also be applied to specific functions within the Incident Command System (ICS). These specific tasks may be described in Standard Operating Guidelines (SOG's) or other operational plans utilized within Citrus County by Emergency Management or other response and recovery agencies. Each ESF will respond when activated by the Citrus County Sheriff's Office, Emergency Management Director.
- E. Annex IV –Appendices.** Appendices are located at the end of the plan and provide additional information associated with the CEMP.

The CEMP is both a planning and an operations-based document that provides guidance for all aspects of emergency management including, disaster preparedness; evacuation and sheltering; warning and notification; public education and information; resource management; mutual aid; Special Needs Program; impact and damage assessment; debris management; training and exercises; and post-disaster recovery programs.

1. Purpose

- a) The CEMP establishes a framework for an effective system of comprehensive emergency management for the purpose of:
- b) Reducing loss of life, injury and property damage and loss resulting from natural, technological and manmade emergencies;
- c) Preparing for prompt and efficient response and recovery activities to protect lives and property impacted by emergencies;
- d) Responding to emergencies with the effective use of all relevant plans and resources deemed appropriate;

- e) Recovering from emergencies by providing for the rapid and orderly implementation of restoration and rehabilitation programs for persons and properties affected by emergencies; and
- f) Assisting in awareness, recognition, education, prevention and mitigation of emergencies that may be caused or aggravated by inadequate planning for, and regulation of, public and private facilities and land use.

## 2. Scope

- a) The CEMP establishes the basic policies, assumptions and strategies for a comprehensive all-hazards countywide emergency management program.
- b) The CEMP prioritizes protection of citizens as a first priority, with the preservation and protection of property being the second priority.
- c) The CEMP is applicable to minor, major or catastrophic disasters. It is flexible and expandable, depending on the emergency situation and needs. Any part or section of the plan may be utilized separately if required by the situation.
- d) The CEMP establishes the procedures to coordinate with Local, Regional, State and Federal emergency management agencies, organizations and programs.
- e) A unified direction and control structure is described. The CEMP identifies staff roles and resource allocation, as well as decision-making criteria. It delineates lines of authority, responsibilities and working relations of various entities.
- f) The CEMP brings together County and municipal resources in a unified approach to manage the disaster. In addition, it identifies a cooperative process for coordination of private sector and volunteer resources.
- g) The CEMP addresses management and prioritization of local resources and establishes the procedure to request immediate assistance for resources, if needed. State and/or Federal resources will be requested and drawn from when local resources have been exhausted.

- h) The CEMP provides a format for the shift of focus of the EOC from Response to Recovery and Mitigation. Long-range recovery and mitigation is addressed by the ability of the EOC to continue operations in a modified form, after the response phase has been terminated.
- i) The CEMP establishes an effective format for emergency management by:
  - Identifying the types of hazards that can occur within the County;
  - Determining the County's vulnerability to various types of disasters, and identifying the most threatening so that appropriate preparedness, mitigation and planning steps can be taken.
  - Addressing each phase of the emergency management cycle:
    - a) Preparedness: Utilizes lessons learned from previous disasters, locally and elsewhere, to determine what is likely to occur during any particular type and intensity of disaster. Likely community needs can be identified and prioritized. Adequate planning pre-determines the best utilization of resources in responding to needs. Identification and training of personnel for roles and responsibilities during the disaster is included in this phase. It involves working with the private sector, residents and volunteer organizations to assist them in pre-disaster education and planning activities to lessen the impact of disasters.
    - b) Response: Government responds to emergencies by activating its plan, incrementally increasing response as needed, giving direction and control to the emergency management effort and looking ahead to recovery. Individuals respond by implementing their own disaster plans, whether it means evacuating the area or remaining in place. Private businesses and volunteer organizations implement their plans to secure and protect their assets, and if capable, make available resources to help the community.
    - c) Recovery: Begins as soon as possible, sometimes during the response phase. The emergency management organization initiates procedures to assess needs and resources, establish priorities, review state and federal aid criteria and coordinate with representatives from both levels of government. Once the extent of the recovery effort is determined, the appointed recovery team members determine how best to manage the specific activities, what resources and personnel will be required and what other actions are needed to return the impacted areas to normal



operations as quickly as possible. Assessment of both short and long-term mitigation measures takes place during this phase and the “after action” evaluation process is conducted.

- d) Mitigation: This phase involves identifying preventative and/or corrective measures and actions to prevent or limit bodily injury, loss of life or property damage from disasters. It includes policy issues as well as structural projects within government and the private sector. A separate Local Mitigation Strategy serves as the guidance document for both pre-disaster mitigation planning and post-disaster recovery.

### 3. Methodology

The CEMP is a dynamic document that adapts to changes in policy, priorities and needs. State and Federal statutes, regulations and priorities guide development of the document. Participation in the planning process by local, state and federal agencies is coordinated by Citrus Sheriff's Emergency Management section. Staff coordinates planning meetings plus ongoing training and exercises with all necessary agencies with a role in emergency operations and this plan. Public and private entities participating in the development of this plan include:

- Citrus County Board of County Commissioners
- Citrus County Sheriff's Office, Emergency Management Section
- Citrus County Attorney's Office
- Citrus Sheriff Fire Rescue
- Citrus County Health Department
- Citrus County Clerk of Court
- Citrus County Development Services Department
- Citrus County Community Services Department
- Citrus County School Board
- Other governmental entities furnishing input and information include:
  - City of Crystal River
  - City of Inverness
  - Florida Division of Emergency Management
  - National Weather Service
  - Withlacoochee Regional Planning Council

Private Sector and volunteer organizations, which participated in creating this plan, include:

- American Red Cross

- Salvation Army
- Blue Skies Professional Services, LLC

Local planning involvement includes:

- A promulgation letter from the Chairperson of the Board displayed at the front of this document.
- Signed Concurrence acknowledging and accepting plan responsibilities displayed at the front of this document.
- A distribution list of the Comprehensive Emergency Management Plan, displayed at the front of this document.
- The Emergency Management Director or designee is responsible for ensuring that all changes have been distributed to recipients of the CEMP. The distribution list, displayed at the front of this document is used to verify that all appropriate persons/offices are copied.
- A Record of Changes Log, displayed at the front of this document is used to record all published changes as those holding copies of the CEMP receive them. The holder of the copy is responsible for making the appropriate changes and updating the Log.
- A master copy of the CEMP, with a master Record of Changes Log, is maintained in Emergency Management Section. A comparison of the master copy with any other will allow a determination to be made as to whether or not the copy in question has been posted to it with all appropriate changes.
- The CEMP will be reviewed annually by the Emergency Management Director. Regular updates as required by Florida law, after activations of the plan, or major exercises and policy changes.
- The Emergency Management Director is responsible for preservation of essential vital records for continuing government functions and conducting post-disaster operations.

## **II. Situation**

This section of the CEMP describes the potential hazard considerations, geographic characteristics, support facilities, land use patterns, economic profiles and demographics of Citrus County. It also describes specific planning assumptions regarding preparedness, response, recovery and mitigation that were taken into

consideration during the development of this plan. Information is also available in the Hazards Expected Appendices and the Citrus County Local Mitigation Strategy.

## A. Hazards Analysis

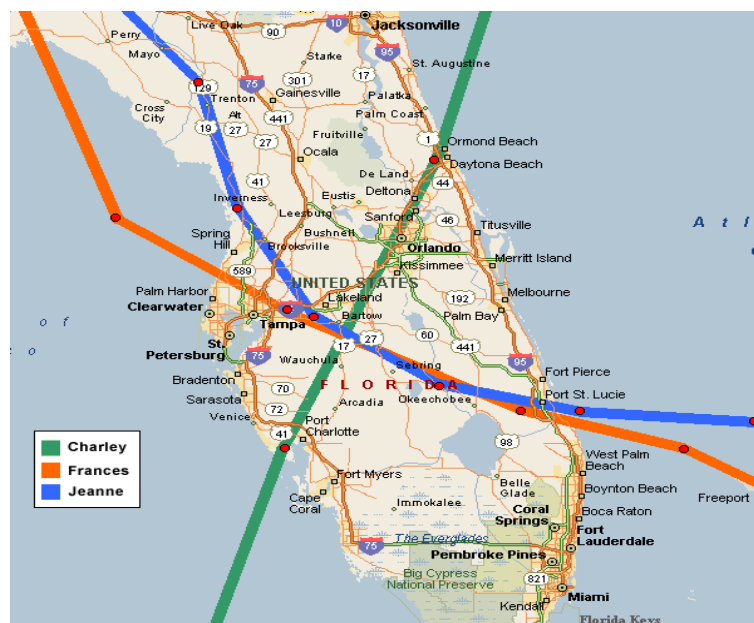
This section details the natural, technological and manmade hazards to which Citrus County is vulnerable.

### 1. Tropical Cyclone Events

Level of Vulnerability: High probability/ major impact

The proximity of Citrus County to the coast is likely to cause major wind and water damage from any category of tropical cyclone event. Hurricane season is from June through November with regions of major hurricane activity in the Gulf and Western Caribbean during June and October. Coastal areas are more susceptible to hurricanes; wind and water damage could extend inland in Citrus County. Any category hurricane that strikes Citrus County could trigger the issuance of an evacuation order. In 2004, Hurricanes Frances and Jeanne crossed over Citrus County as strong tropical storms, and did some major damage. The greatest threat from wind and tornadoes will be to those living in structurally unsound housing and mobile homes. Further specific information is located in the Local Mitigation Strategy. Extensive damage to residential and commercial areas and infrastructure would be anticipated. Primary hazards from this type of event include: tornadoes, storm surge and fresh water flooding from heavy rainfall, and extensive wind damage.

Figure 1: 2004 Hurricane Season



Citrus County was declared for both Individual Assistance and Public Assistance for Tropical Storm Debby in 2012.

**Consequences:**

- notification and warning
- law enforcement/traffic control
- mass evacuation and re-entry
- mass care (pre and post event)
- public health
- infrastructure damage
- property damage/loss
- debris clearance
- animal issues
- long-term economic impacts
- recovery assistance programs
- economic and social disruption
- widespread psychological impacts

**2. Severe Weather**

Level of Vulnerability: High probability/ major impact

Forces associated with weather-generated events are grouped under Severe Weather. While each force has specific characteristics and effects, they often occur in conjunction with one another, thereby increasing and intensifying the effects. There has been damage in Citrus County from tornadoes and storm wind events. Most strikes occur in the summer although lightning storms have occurred in other months with advancing cold fronts. The primary hazards included under this category are: lightning, heavy rains, hail, damaging winds, freezes, tornadoes and winter storms.

**a) Severe Thunderstorms**

Severe thunderstorms occur in all seasons of the year. Many of the storms are accompanied by high wind, hail, flooding and dangerous lightning. The storms have the potential of causing power outages and destruction or damage to buildings and can result in loss of life. Florida is the nation's leader in lightning fatalities. Thunderstorms can affect a large portion of the county's population. Minor damage occurs from thunderstorms each year. From 1970 to 2010, there have been one hundred and ninety one (191) severe thunderstorms reported in Citrus County.

**b) Tornadoes**

Tornadoes are characterized by violent and destructive winds as well as hail, flooding and lightning. The most common, least destructive tornadoes are warm weather tornadoes that occur between May and August. Cool season tornadoes are the most destructive, occurring between December and April. Citrus County is vulnerable to these wind disasters due to the population residing in manufactured or mobile homes. A tornado or a series of tornadoes could affect twenty (20) percent of the population if they should occur in a highly populated area. Damage has occurred from tornadoes in the county. From 1968 to 2012, there have been forty-nine (49) tornadoes reported in Citrus County.

**Figure 2: Citrus County Tornado History 1968-2012**



Tornadoes	Total Fatalities	Highest Fatalities	Total Injuries	Highest Injuries
49	3 people	3 people	15	5 people

Source: [www.tornadohistoryproject.com/tornado/Florida/Citrus/map](http://www.tornadohistoryproject.com/tornado/Florida/Citrus/map)

**Table 1: Enhanced Fujita Scale**

*EF scale chart explaining the type of damage associated with each ranking, including example photos.*

EF Rating	Wind Speeds	Expected Damage
EF-0	65-85 mph	'Minor' damage: shingles blown off or parts of a roof peeled off, damage to gutters/siding, branches broken off trees, shallow rooted trees toppled.  
EF-1	86-110 mph	'Moderate' damage: more significant roof damage, windows broken, exterior doors damaged or lost, mobile homes overturned or badly damaged.  
EF-2	111-135 mph	'Considerable' damage: roofs torn off well constructed homes, homes shifted off their foundation, mobile homes completely destroyed, large trees snapped or uprooted, cars can be tossed.  
EF-3	136-165 mph	'Severe' damage: entire stories of well constructed homes destroyed, significant damage done to large buildings, homes with weak foundations can be blown away, trees begin to lose their bark.  
EF-4	166-200 mph	'Extreme' damage: Well constructed homes are leveled, cars are thrown significant distances, top story exterior walls of masonry buildings would likely collapse.  
EF-5	> 200 mph	'Massive/incredible' damage: Well constructed homes are swept away, steel-reinforced concrete structures are critically damaged, high-rise buildings sustain severe structural damage, trees are usually completely debarked, stripped of branches and snapped.  

*Source: National Weather Service*

### c) Winter Storms

Severe winter weather and below freezing temperatures are taxing to the resources of citizens, business, timber and agriculture. Freezing conditions can render the roads impassable, having a dramatic effect on local emergency response agencies. Below freezing temperatures can cause electrical power outages leaving many homes without heat. The need for emergency shelters could exist.

#### Consequences:

- power outages
- infrastructure damage (road/culvert washout)
- erosion
- property damage/loss from wind, water and fires
- fresh water flooding
- storm surge flooding (winter storms)
- evacuations (day/night, road congestion)
- agricultural damage/loss
- economic loss
- debris

### 3. Environmental

Level of Vulnerability: High Probability/minor to major impact

Environmental hazards are those that are a result of natural forces. Some of these hazards may or may not be a result of land use and planning decisions in a local community. For example, if development is allowed to occur in an identified flood plain, the County could be faced with a potential life threatening and property destroying disaster. In addition, these hazards can be affected by other hazards. For example, should there be a prolonged drought the water table will recede thus contributing to an increased incidence of sinkholes. In addition, should an area in drought also suffer the effects of a severe freeze, the potential for wildfires, because of the dead vegetation, is greatly increased. The primary hazards associated with this category include: drought, freshwater flooding, wildfires, sinkholes, ice storms and freezes.

a) Flooding

Flood prone areas may cause a severe impact in certain areas of Citrus County. Bank overflow and ponding are the most common due to the number of small lakes and swampy areas along waterways. Areas of flooding concern are listed below. This area has been an attractive location for residential development. A history of development along the marsh combined with recently introduced restrictions and construction standards leave a large number of older residences vulnerable to flooding. Flooding can affect approximately twenty- five (25) to thirty-three (33) percent of the county's population.

b) Brush fires, Wildfires and Forest Fires

A wildfire is an uncontrolled fire spreading through vegetative fuels, such as brush, marshes, grasslands, or field lands, exposing and possibly consuming structures. They often begin unnoticed and spread quickly and are usually signaled by dense smoke that fills the area for miles around. Wildfires may also be called forest fires. For the purpose of this analysis, the term wildfire will be used. The causes of these fires include lightning, human carelessness, and arson. An Urban-Wildland Interface fire is a wildfire in a geographical area where structures and other human development meet or intermingle with wildland or vegetative fuels. Fires can be rated based on their fire danger rating, which indicates the predominant fuel types and their capacity to ignite and burn.

**Table 2: Citrus County Wildfire History 1/1/2004 – 1-/28/2014**

Cause	Fires	Percent	Acres	Percent
Campfire	19	2.84	99.3	1.12
Children	26	3.89	27.5	0.31
Debris Burn*	0	0	0.0	0

Debris Burn--Auth--Broadcast/Acreage	7	1.05	1,347.6	15.26
Debris Burn--Auth--Piles	6	0.90	10.7	0.12
Debris Burn--Auth--Yard Trash	41	6.13	78.6	0.89
Debris Burn--Nonauth--Broadcast/Acreage	5	0.75	13.6	0.15
Debris Burn--Nonauth--Piles	45	6.73	370.5	4.20
Debris Burn--Nonauth--Yard Trash	73	10.91	169.3	1.92
Equipment use*	0	0	0.0	0
Equipment--Agriculture	4	0.60	18.6	0.21
Equipment--Logging	0	0	0.0	0
Equipment--Recreation	4	0.60	2.5	0.03
Equipment--Transportation	13	1.94	129.2	1.46
Incendiary	99	14.80	3,497.3	39.61
Lightning	161	24.07	2,504.3	28.36
Miscellaneous --Breakout	6	0.90	36.6	0.41
Miscellaneous --Electric Fence	0	0	0.0	0
Miscellaneous --Fireworks	5	0.75	28.3	0.32
Miscellaneous --Power Lines	25	3.74	95.7	1.08
Miscellaneous --Structure	3	0.45	15.5	0.18
Miscellaneous--Other	12	1.79	14.0	0.16
Railroad	0	0	0.0	0
Smoking	6	0.90	52.5	0.59
Unknown	109	16.29	317.4	3.59
<b>Total</b>	<b>669</b>		<b>8,829.0</b>	

Source: Florida Forest Service <http://tlhfor013.doacs.state.fl.us/PublicReports/>

#### c) Drought

Citrus County would experience particularly damaging droughts due to the importance of agricultural industry in the county as well as increased numbers of wildfires. Long-term concerns include reduced supplies of potable water for domestic use. The county is in Southwest Florida Water Management District. The entire population could be affected by a drought or water shortage. Florida in general has suffered from droughts in the last several years.

#### d) Extreme Temperatures

Each winter, Florida faces the threat of at least a moderate freeze. The last hard freeze was in the winter of 2009. This presents a problem for Florida as a whole because of the large amount of agricultural activity conducted throughout the state. For Citrus County, this activity is centered on the agricultural industries. Personal injury or death due to freezes is not considered a hazard except indirectly through fire caused by incorrect or careless use of space heaters, etc. If temperatures reach



freezing levels extended periods of time, combined with other climatic factors, crop damage could occur. Additionally, consumer demand of electricity during periods of extreme cold weather may require the electric utility to implement rolling blackouts to selected areas in order to avert a total electrical grid overload. These blackouts can have a significant impact on electrically dependent critical facilities and persons.

e) Sinkholes

Sinkholes occur naturally in Florida and when they strike in densely populated areas or at critical facilities they can be disastrous and become disruptive to a point of creating a state of emergency. Citrus County has not had any major sinkholes in the past several years although each year there are several reports of sinkholes occurring. Most of these were on private property. Most sinkholes are small and have caused only minor disruptions. Some small sinkholes have occurred mostly after an increase in the rain amount in the area. Fluctuations in the river levels can also trigger sinkholes. Occasionally, they open in roadways and most are dealt with by the Citrus County Department of Public Works.

**Consequences:**

- notification and warning
- law enforcement/traffic control
- fire/rescue
- evacuation and re-entry
- property damage/loss
- economic disruption/loss
- agricultural loss
- mass care (short and long term)
- feeding evacuated population
- public health (contamination of water supply)
- infrastructure damage/loss (water distribution and treatment systems)
- animal issues (relocation, feeding)
- economic recovery assistance programs

4. Terrorism

Level of Vulnerability: Low probability/minimal to moderate impact

Any violent or dangerous act done to intimidate or coerce any segment of the general population (i.e. government or civilian population) for political or social objectives constitutes terrorism. Historically, there had been few successful acts of terrorism committed in the State. However,

with the heightened level of national terrorism events, and because of the number of facilities within the State associated with tourism, the military, government, cultural, academic, and transportation, the potential is considered to be high nationwide. In Citrus County, terrorism assessments have identified facilities that have the potential for being targets for terrorist attacks with the intent of causing catastrophic levels of loss of life, injury, and property and environmental damage. Terrorist acts may also take the form of other hazards when the particular action induces such things as the release of hazardous and biological materials.

**Consequences:**

- infectious disease control/treatment
- mass casualty/fatality
- mass panic
- inadequate law enforcement/fire/rescue resources
- large-scale contamination/decontamination issues
- large-scale evacuation
- large-scale sheltering
- search and rescue
- public information
- economic and social disruption
- psychological needs
- re-entry
- law enforcement/security

5. Mass Migration/Civil Disturbance

Level of Vulnerability: Low probability/minimal to minor impact

Citrus County has a low occurrence of civil unrest with only one instance in the last ten years. Citrus County contains one minimum-security detention facility and a level-10 juvenile detention facility. In the event of an institutional emergency within the jail located in Citrus County, coordination with State authorities may be required. However, the probability is very low and not considered a planning issue. Mass migration is not anticipated but would be handled in cooperation and with assistance from State and Federal resources.

**Consequences:**

- transportation/traffic control
- public health/quarantine
- law enforcement/security issues
- impact to social services
- impact on jail and detention facilities

- no historical occurrences
- costs would be primarily overtime for law enforcement and other public safety agencies

## 6. Biological

Level of Vulnerability: Low probability/ minor to moderate impact

Biological hazards are those associated with any insect, animal or pathogen that could pose an economic or health threat. They are a pervasive threat to the agricultural community. The possibility exists for the importation of pathogens that could have a widespread effect on the livestock industries. In addition, there is the remote possibility of an adverse effect to the general population through naturally occurring pathogens (i.e. influenza, emerging infectious diseases or by way of a terrorist action).

Exotic Pest and Diseases – Citrus County’s large agricultural areas are vulnerable to exotic pests and/or diseases. No major exotic pest infestations have occurred in Citrus County in the past several years.

The Mediterranean Fruit Fly (Medfly) is one of the world's most destructive pests and infests more than 250 different plants that are important for U.S. food producers, homeowners, and wildlife. It is considered the greatest pest threat to Florida's \$1.5 billion citrus crop, as well as endangering many other economically significant crops. For example, a Medfly outbreak in 1997 cost an estimated \$26 million to eradicate. If a long-term or widespread Medfly infestation were to occur, Florida growers would not be permitted to ship numerous fruit and vegetable crops to many foreign and domestic markets. The movement of fruits and vegetables, even within the state, would be disrupted, which could lead to higher prices in the supermarket. If the Medfly is not eradicated in Florida, on-going pesticide treatments by homeowners and commercial growers will be necessary. Costly post-harvest treatment of fruits and vegetables to meet quarantine restrictions of domestic and foreign markets would also be required.

Disease or Pandemic Outbreaks – Citrus County is potentially vulnerable to outbreaks due to the large annual influx of seasonal residents and tourists from across the United States and overseas. Additionally, due to the large agricultural interests in the northern and eastern mainland portions of the county, there may be vulnerability to animal-borne diseases such as Mad Cow and Foot and Mouth Disease. Citrus County is vulnerable to mosquito and other insect borne diseases. In 1996, a new and particularly deadly strain of avian flu was found in a goose in China. It was found a year later in Hong Kong and six people died from the virus. They were the first known human cases. But in 2003, this same deadly strain of virus appeared again in bird populations and this time it spread rapidly—through China and into

Southeast Asia. Almost 200 people are known to have been infected in 9 different countries. More than half of them have died. Experts say the chances of this deadly virus infecting birds here in the United States is unknown. No one knows when, how or even if it will happen. But the world's top flu experts are telling us to prepare. Refer to the Citrus County Pandemic Influenza Plan for further information.

**Consequences:**

- economic loss
- mass casualty/fatality
- infectious disease control
- disposal of diseased livestock/agricultural stock
- need for mass feeding
- mass care
- quarantine of people and/or livestock
- large number of treatment agents
- no historical occurrences in Citrus County
- costs will depend on severity and impacts

**7. Technological**

A technological hazard is a direct result of the failure of a manmade system or the exposure of the population to a hazardous material. There is the potential for specific technological hazards to affect a large segment of the population and/or interfere with critical government, law enforcement, public works and public health/medical functions. There is an even greater problem when this technological failure results in a direct health and safety risk to the population. A number of things occur daily in Citrus County, including a hazardous material spill, or failure of the electrical power grid, which could constitute a threat to the population or produce widespread unmet needs. Each of these potential hazards would require a coordinated and speedy response, as well as attention to the short and long term effects. The primary hazards associated with this category include: hazardous materials spill, mass communication failure, major power disruption, critical infrastructure disruption/failure and release of a radioactive isotope into the environment.

As the internet becomes more and more important, the loss of its services, whether by accident or intent, becomes a greater hardship for those relying on this form of communication. The outcomes of such activities may take the form of disruption of air traffic controls, train switches, banking transfers, police investigations, commercial transactions, defense plans, power line controls, and other essential functions. Computer failures could affect emergency communications as well as routing civilian applications,

such as telephone service, brokerage transactions, credit card payments, Social Security payments, pharmacy transactions, airline schedules, etc.

- a) Surface transportation spills – The occurrences of railway and highway accidents do pose a major threat to Citrus County. Citrus County has nine major highways: US- 19, US-98, SR-41, SR-44, SR-200, CR-480, CR-486 and CR-488. These roadways pass through heavily populated areas and pose the greatest risk of critical casualty, hazardous materials incidents and disruptions of vital evacuation routes and pose a threat. It is estimated that approximately twenty (20) percent of the residents of the County could be affected by a transportation accident involving hazardous materials. Railway lines pass through the most northern section of Citrus County and are utilized by Duke Energy.

Level of Vulnerability: Low to moderate probability/minor to moderate impact

- b) End Users – In 2014, Citrus County had eight (8) facilities report under Section 302 that contain at any time an Extremely Hazardous Substance (EHS) over the threshold planning quantity. The analysis is based upon an on-site visit of these facilities.

Level of Vulnerability: Probability of Release is low/ Severity of Consequences is medium to high.

- c) Natural gas – Recent efforts have increased the quantity of natural gas pipelines passing through the County. The major trunks follow the existing electrical right-of-ways. The major pipeline transverses from south-to-north along the existing major electrical transmission line right-of-way. Concerns over fire hazards in the County are centered on the natural gas pipeline and on various areas within the County identified as having a high potential for brush/wildfires.

Level of Vulnerability: Probability of Release is low/ Severity of Consequences is medium to high.

- d) Non-commercial Hazardous Materials - Much of Citrus County is rural residential or agricultural. Many properties have sheds, barns and storage buildings, which contain a mixed group of chemicals. Paints, insecticides, fertilizers, petroleum products, lubricants and other common household or agricultural products may be found in the possession of many residents. While it can be assumed few people store and dispose of these items in full compliance with the law, most materials are in such small quantity as to minimize concern of a full “hazmat” incident

---

Level of Vulnerability: Probability of Release is low/ Severity of Consequences is medium.

- e) Nuclear Power Plants – The Duke Energy Power Plant (C.R. 3) is located in the northwest part of Citrus County. The nuclear section of the plant has been shut down and the decommissioning process is mostly complete.

Level of Vulnerability: Probability of incident is low.

- f) Air Crashes - Citrus County has two private airports located in Crystal River and Inverness. There is little probability for an air crash. In case of an airport incident, it is doubtful that the resources of the responding agencies would be depleted due to the probability that the crash would involve only small aircraft. On the other hand, many commercial and military aircraft use the airspace over Citrus County, and therefore the potential does exist for a large air crash. In the event of such an incident, additional resources from outside the county would be required. Only a small segment of the population would normally be affected.

Level of Vulnerability: Moderate to low probability/minor to moderate impact

- g) Coastal Oil Spills – There are no nearby offshore oil rigs. Shipping on the Withlacoochee River is relatively light. Time, distance and currents are favorable to Citrus County's planning effort. Large spills would be beyond the scope of Citrus County's response capabilities and would require assistance from state and federal authorities. Citrus County's efforts would center on warning, recovery and mitigation.

**Consequences:**

- evacuations
- notification and warning
- public information
- mass care
- mass casualty/fatality
- law enforcement/traffic control
- large scale contamination issues
- mass decontamination
- overcrowded hospitals
- contaminated land and/or water
- animal issues (relocation, medical)
- environmental damage/loss
- psychological needs
- communications failure
- civil unrest
- no historical occurrences in Citrus County

- costs will be determined by severity, scope, duration and type of incident

#### 8. Special Events

A special event is a pre-planned organized event that will place a large number of participants and attendees in a defined geographical area where access by emergency vehicles might be delayed due to large crowds or traffic congestion near the event. Citrus County hosts several special events including the annual Cooter Fest each October. Local public safety resources are sufficient to manage these events in the county.

##### **Consequences:**

- law enforcement/traffic control
- public information
- costs include overtime for public safety staff

#### **B. Geographic Information**

1. Citrus County is located in the West Gulf Coast of the Central Florida Region and runs generally from 70 feet to 130 feet above sea level. The highest point above sea level is 237 feet. It is bordered by Levy County, Marion County, Sumter County, Hernando County and the Gulf of Mexico. See LMS for further information.

Area in square miles: 581.7

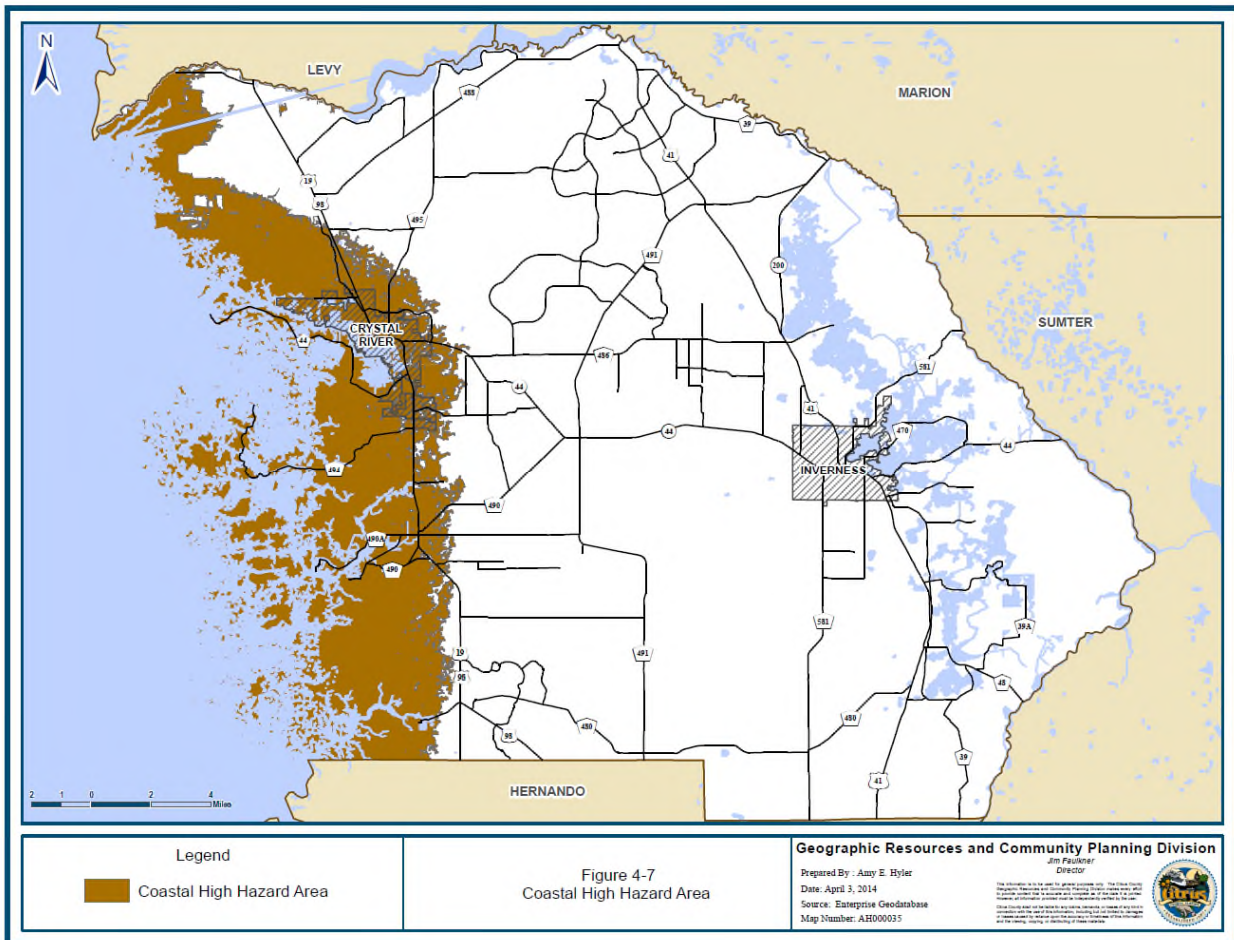
- a) Topography: In Citrus County like in every other coastal county of the State, a large portion of the population is concentrated along the coast, waterways and along the Withlacoochee River. These are areas most vulnerable to the effects of hurricane storm surge, wind and freshwater flooding.
- b) Land use patterns are influenced by the waterways and road system. The primary land uses in these areas are agricultural and forest which are subject to disaster caused by weather phenomenon or wildfire, and consist of wildlife and water management areas which are ecologically sensitive
- c) Water area in square miles: 103
- d) Drainage patterns: In Citrus County, floodplains are associated with the Gulf of Mexico and the Withlacoochee River, along with their many tributaries

- e) Environmentally sensitive areas: Citrus County has several wetland areas, which are environmentally sensitive. These are primarily the low land areas near the lakes and rivers. Detailed maps and data are available from the Southwest Florida Water Management District and the Withlacoochee Regional Planning Council.
  - f) Flood Prone Areas in Citrus County are identified as those areas within the 100-year floodplain, and other areas subject to repetitive flooding along the rivers and lakes. In addition, flooding occasionally occurs in localized areas as a result of inadequate drainage. See LMS for further information.
2. Some geographic areas of Citrus County are more vulnerable to impact from specific hazards than others. The following describes these areas and the hazards to which they are vulnerable:
- a. Major Development Adjacent to Waterways

All Shorelines, Areas Adjacent to the Coastal Waterway, and Areas in and around the Gulf of Mexico coast are particularly vulnerable to the effects of tropical cyclone, environmental and technological events including:

- storm surge
- wind damage from hurricane-force winds
- winter storms
- oil spills/hazardous materials
- drought



**Figure 3: Citrus County Coastal High Hazard Area**

b. Major roadways (US-19, US-41, SR-44, CR-480, CR-486, CR-488)

All major transportation systems in the County receive use by passenger and commercial traffic. These roadways pass through the County's most densely populated areas as well as environmentally sensitive lands. US-41 and US-19 run generally north and south through the county. East and west travel is primarily along SR-44, CR-480, CR-486 and CR-488 through the county. In addition, the major roadways serve as primary hurricane evacuation routes through the county from coastal areas. Hazards impacting these areas could include:

- hazardous materials spills
- mass casualty/fatality incidents
- hurricane evacuation traffic congestion
- host sheltering/mass care

**C. Vulnerability Analysis (Demographics)**

- a) Citrus County's current population is estimated at 139,271 according to the U.S. Census Bureau, a 1.4% percent decrease from April 1, 2010.
- b) The population density in Citrus County is 242.8 persons per square mile. Approximately 90% of the County's population resides outside the county seat.
- c) The following statistics highlight the vulnerability of the County's population:

**Table 3: Citrus County Demographics**

People QuickFacts	Citrus County	Florida
Population, 2013 estimate	139,271	19,552,860
Population, 2010 (April 1) estimates base	141,236	18,802,690
Population, percent change, April 1, 2010 to July 1, 2013	-1.4%	4.0%
Population, 2010	141,236	18,801,310
Persons under 5 years, percent, 2013	3.8%	5.5%
Persons under 18 years, percent, 2013	15.2%	20.6%
Persons 65 years and over, percent, 2013	34.5%	18.7%
Female persons, percent, 2013	51.6%	51.1%
White alone, percent, 2013 (a)	93.4%	78.1%
Black or African American alone, percent, 2013 (a)	3.1%	16.7%
American Indian and Alaska Native alone, percent, 2013 (a)	0.4%	0.5%
Asian alone, percent, 2013 (a)	1.6%	2.7%
Native Hawaiian and Other Pacific Islander alone, percent, 2013 (a)	Z	0.1%
Two or More Races, percent, 2013	1.5%	1.9%
Hispanic or Latino, percent, 2013 (b)	4.9%	23.6%
White alone, not Hispanic or Latino, percent, 2013	89.0%	56.4%
Living in same house 1 year & over, percent, 2008-2012	88.7%	83.7%
Foreign born persons, percent, 2008-2012	5.1%	19.3%
Language other than English spoken at home, pct age 5+, 2008-2012	6.2%	27.3%
High school graduate or higher, percent of persons age 25+, 2008-2012	85.4%	85.8%
Bachelor's degree or higher, percent of persons age 25+, 2008-2012	16.4%	26.2%
Veterans, 2008-2012	21,498	1,606,758
Mean travel time to work (minutes), workers age 16+, 2008-2012	25.6	25.8
Housing units, 2013	77,296	9,047,612
Homeownership rate, 2008-2012	83.4%	68.1%
Housing units in multi-unit structures, percent, 2008-2012	5.7%	30.1%
Median value of owner-occupied housing units, 2008-2012	\$126,000	\$170,800
Households, 2008-2012	59,491	7,147,013
Persons per household, 2008-2012	2.33	2.58

<b>Per capita money income in past 12 months (2012 dollars), 2008-2012</b>	<b>\$23,195</b>	<b>\$26,451</b>
<b>Median household income, 2008-2012</b>	<b>\$39,034</b>	<b>\$47,309</b>
<b>Persons below poverty level, percent, 2008-2012</b>	<b>16.5%</b>	<b>15.6%</b>

Source: 2008-2012 US Census American Community Survey <http://quickfacts.census.gov/qfd/states/12/12017.html>

(a) Includes persons reporting only one race.

(b) Hispanics may be of any race, so also are included in applicable race categories.

D: Suppressed to avoid disclosure of confidential information

F: Fewer than 25 firms

FN: Footnote on this item for this area in place of data

NA: Not available

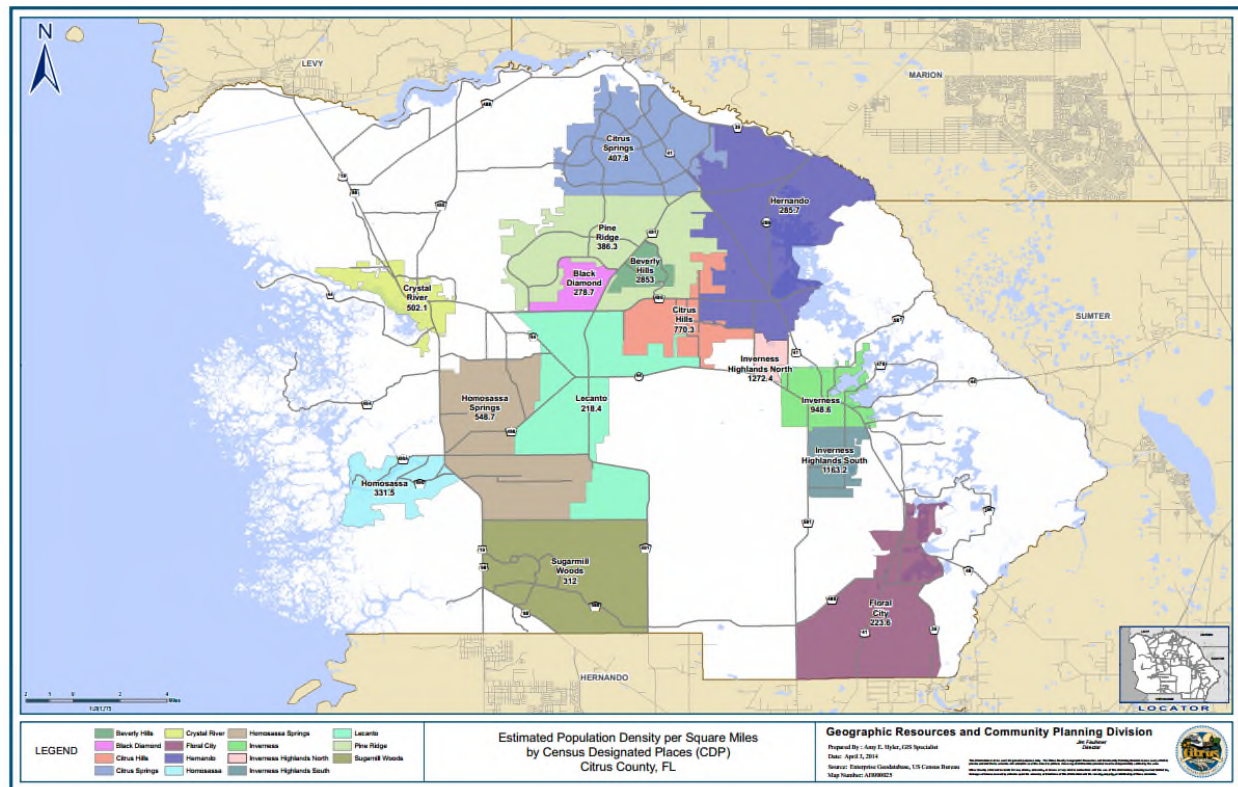
S: Suppressed; does not meet publication standards

X: Not applicable

Z: Value greater than zero but less than half unit of measure shown

- d) The Special Needs population varies but is approximately 283 registered, primarily located throughout the county due to the number of nursing homes, home health agencies and medical facilities. Special needs registration is coordinated through Citrus County Sheriff's Office, Emergency Management Section. The registration process includes special needs registration forms received by EM are sent to the Citrus County Department of Health for review. Once approved EM enters them into the Florida Division of Emergency Management special needs registry database. Information is accumulated from the Health Department, Health and Medical Providers, Fire Rescue Department, Citrus County School Board, local ministers and other sources available. The Emergency Management Section will request all area home health agencies to contact their special needs clients and notify the EMD of assistance requirements. Ministers are aware of special needs of their congregations and will assist with special needs notification. The potential for Persons with Special Needs to require assistance in a major disaster event is substantial.
- e) Citrus County has approximately 870 migrant, non-English speaking population located throughout the county. There is little difficulty anticipated from this group as they are fairly acclimated to the communities in which they reside. Approximately 6.2% of the population in Citrus County has a primary language other than English.
- f) Citrus County has farm workers most of which are represented in the migrant population identified above.

- g) The number of seasonal residents in Citrus County is 10,000 with most tourists to the area visiting for 2 to 3 night stays. The winter population does increase primarily in the southern part of the county. This population has little or no effect on the county.
  - h) The hearing-impaired population is not a significant number (mostly elderly) and will be handled by the dispatch center through the TDD equipment as needed. 19.3% have some type of disability.
  - i) Transient populations including travelers, is very small as Citrus County has approximately 1053 hotel/motel beds available in the county.
  - j) Citrus County has eighty four (84) mobile home and RV parks throughout the County. Approximately 33,954 persons reside in these mobile homes.
  - k) The jail is operated by the Corrections Corporation of America under contract with the Citrus County Board of County Commissioners. The jail has been expanded and currently has 760 beds available. The average daily inmate population for 2014 is 571.
1. Population in Vulnerable Areas: The greatest concentration of population in Citrus County exists in the areas most vulnerable to impact from specific hazards, such as hurricanes and transportation accidents/hazardous material spills. This is addressed in the Citrus County LMS, which identifies vulnerable areas and population, and recommends specific mitigation projects to avoid, minimize or reduce damage. Awareness of potential population in vulnerable areas assists in planning for response and recovery.

**Figure 4: Population Density**

## D. Economic Profile

1. The average household size in Citrus County is 2.33 persons. In 2014 education & healthcare continues to be the largest industry followed by retail trade, food services, construction, professional services, utilities, and public administration.

**Table 4: Industry**

INDUSTRY	Estimate	Percent
Civilian employed population 16 years and over	44,796	44,796
Agriculture, forestry, fishing and hunting, and mining	386	0.9%
Construction	3,373	7.5%
Manufacturing	2,083	4.6%
Wholesale trade	646	1.4%
Retail trade	6,459	14.4%
Transportation and warehousing, and utilities	3,184	7.1%
Information	737	1.6%
Finance and insurance, and real estate and rental and leasing	2,099	4.7%
Professional, scientific, and management, and administrative and waste management services	3,731	8.3%
Educational services, and health care and social assistance	11,868	26.5%
Arts, entertainment, and recreation, and accommodation and food services	5,154	11.5%
Other services, except public administration	2,754	6.1%
Public administration	2,322	5.2%

Source: US Census

2. There are 59,941 households in the County, which contribute to the 53,183 residents in the labor force. The unemployment rate in 2012 was 15.7%. The per capita personal income was \$23,195, and the median household income in was \$39,034. Citrus County has a poverty rate of 16.5%. There are 77,825 housing units in Citrus County, with a median value of owner-occupied units at \$49,625. Occupied housing units are 59,491 with 9,866 of those renter occupied.

**Table 5: Citrus County Business Profile**

Business QuickFacts	Citrus County	Florida
Private nonfarm establishments, 2012	2,690	502,414 <sup>2</sup>
Private nonfarm employment, 2012	26,072	6,932,382 <sup>2</sup>
Private nonfarm employment, percent change, 2011-2012	2.1%	3.0% <sup>2</sup>
Nonemployer establishments, 2012	8,796	1,775,605
Total number of firms, 2007	12,451	2,009,589
Black-owned firms, percent, 2007	2.5%	9.0%
American Indian- and Alaska Native-owned firms, percent, 2007	S	0.5%
Asian-owned firms, percent, 2007	S	3.2%
Native Hawaiian and Other Pacific Islander-owned firms, percent, 2007	F	0.1%
Hispanic-owned firms, percent, 2007	S	22.4%
Women-owned firms, percent, 2007	30.9%	28.9%
Manufacturers' shipments, 2007 (\$1000)	0 <sup>1</sup>	104,832,907
Merchant wholesaler sales, 2007 (\$1000)	D	221,641,518
Retail sales, 2007 (\$1000)	1,405,565	262,341,127
Retail sales per capita, 2007	\$10,051	\$14,353
Accommodation and food services sales, 2007 (\$1000)	109,681	41,922,059
Building permits, 2012	176	64,810

(a) Includes persons reporting only one race.

(b) Hispanics may be of any race, so also are included in applicable race categories.

D: Suppressed to avoid disclosure of confidential information

F: Fewer than 25 firms

FN: Footnote on this item for this area in place of data

NA: Not available

S: Suppressed; does not meet publication standards

X: Not applicable

Z: Value greater than zero but less than half unit of measure shown



**Table 6: Property Values**

VALUE	Estimate	Percent
Owner-occupied units	49,625	49,625
Less than \$50,000	5,971	12.0%
\$50,000 to \$99,999	13,314	26.8%
\$100,000 to \$149,999	9,840	19.8%
\$150,000 to \$199,999	7,150	14.4%
\$200,000 to \$299,999	7,808	15.7%
\$300,000 to \$499,999	3,890	7.8%
\$500,000 to \$999,999	1,296	2.6%
\$1,000,000 or more	356	0.7%
Median (dollars)	126,000	(X)
MORTGAGE STATUS		
Owner-occupied units	49,625	49,625
Housing units with a mortgage	24,963	50.3%
Housing units without a mortgage	24,662	49.7%

Source: US Census

### III. Concept of Operations

#### A. General

Emergency Operations span three separate but contiguous phases: emergency response, recovery and mitigation phases of a disaster. For the purposes of this plan, this concept of operations will focus on emergency response and relief efforts and measures to be taken for a smooth transition into intermediate and long-term recovery from a major or catastrophic emergency. Organizational charts and matrices have been provided in the Appendices to show the county's responsibility and the coordination between local agencies and the ESF's. In addition, the scope of these operational concepts and response actions will include:

- Providing emergency notification and warning.
- Describing emergency mobilization procedures.
- Delineating emergency decision-making processes.
- Describing types and methods of implementation of emergency protective actions.
- Conducting rapid assessments of emergency impacts and immediate emergency resource needs.
- Providing security to the hardest hit areas.
- Coordinating information and instructions to the public.

- Conducting emergency relief operations to ensure victims have been identified and that their needs are met.
- Conducting preliminary damage assessments to determine the need for federal assistance.
- Summarizing procedures for requesting federal disaster assistance.
- Relaxation of protective actions and coordination of reentry into evacuated areas.
- Restoration of essential public facilities and services.
- Preparing for federal disaster assistance (public and individual).
- Coordination of resources and materials.
- Coordination of volunteer organizations.
- Dissemination of information and instructions to the public.
- Restoration of public infrastructure damaged by the emergency.

The EOC serves as the central command and control point for emergency-related operations and activities and requests for deployment of resources. In the event the EOC is threatened, an Alternate EOC is activated. The locations of the primary and secondary EOC are listed below:

Primary: Citrus County Emergency Operations Center  
3549 Saunders Way  
Lecanto, FL 34461  
28.49.24N -82.29.27W

Secondary: Lecanto Government Building (Room 166)  
3600 West Sovereign Path Lecanto, FL 34461  
28.49.16N -82.29.35W

The County must be able to respond quickly and effectively to developing events. When an event or potential event is first detected, the EOC initiates Level III activation (monitoring). Communications is maintained between the EOC and the State Emergency Operations Center (SEOC).

While emergency response actions necessary to protect public health and safety are being implemented, the Policy Group will coordinate with the EMD, who will work with the ESF's to make preparations to facilitate the rapid deployment of resources, activate the County's Emergency Operations Center if necessary and implement this plan.



Operations staff in the EOC and ESF representatives will contact the designated emergency coordinators in affected municipalities to begin to identify needed and anticipated resources and contact persons. Resource requests, which exceed the capability of the County, will be forwarded to the State EOC.

Citrus County uses WebEOC as the primary resource management and information sharing system. All EOC and ESF representatives are trained on the use of WebEOC. WebEOC information and resources include shelters, POD's, DRC's, Essential Elements of Information, resource requests, and other information. Data is shared via WebEOC with the other counties in the Tampa Bay region as well.

The goal for each ESF is to have at least three individuals who are fully trained and capable of performing their duties and responsibilities in the EOC. It is essential that we are able to staff two shifts per day in the EOC for each activated ESF. Realizing of course, that each situation is different and depending on the scope of the disaster/emergency, not all ESF's may be activated or require 24 hour staffing. It is expected that due to the size of the county and availability of staff, outside resources would be necessary to conduct 24 hour staffing after 2 days if anything that more than a minor disaster.

#### Emergency Management Support Facilities

Essential services and functions for victim survival, continuation of public safety actions, and disaster recovery are performed or provided. They also include "life-line" infrastructure essential to the mission of critical facilities such as water, power and sewer. Citrus County Sheriff's Office, Emergency Management Section maintains the critical facilities database. Data is updated annually, included in the Citrus County Local Mitigation Strategy and provided to the State of Florida, Division of Emergency Management.

The Logistical Staging Areas for personnel in Citrus County are listed below. Detailed information regarding the sites is on file with Citrus County Sheriff's Office, Emergency Management Section.

- Primary for West Side of County:  
Lecanto Government Building (West Side)  
3600 West Sovereign Path Lecanto, FL 34461  
28.4926 N -82.2840W

- Primary for East Side of County:  
Citrus County Detention Center (East Side) 2604 West Woodland Ridge Drive  
Lecanto, FL 34461  
28.5041N -82.2840W
- Primary Logistics- County Staging Area:  
Citrus County Fairgrounds 3600 South Florida Ave Inverness, Florida 34450 28.4829N -82.1848W

Emergency Helicopter Landing Zones for Rapid Impact Assessment Teams include:

- Primary: Lecanto Government Center  
3600 West Sovereign Path Lecanto, FL 34461  
28.49.16N -82.29.35W  
\* Not an FAA approved helipad\*
- Alternate: Citrus County Emergency Operations Center  
3549 Saunders Way  
Lecanto, FL 34461  
28.49.24N -82.29.27W  
\* Not an FAA approved helipad\*

## **B. Assignment of Responsibilities**

1. A department or agency may be designated as the Primary agency for an ESF for a number of reasons. The agency may have a statutory responsibility to perform that function, or through the agency may have developed the necessary expertise to lead the ESF. In some agencies, a portion of the agency's mission is very similar to the mission of the ESF; therefore, the skills to respond in a disaster can be immediately translated from the daily business of that agency. Whatever the reason an agency is designated as the Primary agency, that agency shall have the necessary contacts and expertise to coordinate the activities of that support function.
2. Because Citrus County is a small county, there may be times when in the IMS used by the county, depending on the scope of the disaster, one

agency may be responsible for several tasks, each represented by a different ESF in the State CEMP. This is a normal occurrence in small counties with limited resources; however, every attempt will be made to avoid assigning multiple functions to a single agency.

3. Upon activation of the EOC, the lead agencies for the ESF's will designate a representative in the EOC to coordinate that ESF. It is up to the primary agency's discretion as to how many, if any, support agencies they will require present with them. However, due to the limited space available in the EOC, the attendance of support agencies should be closely coordinated with the EMD in the development of standard operating guidelines.
4. The Primary department or agency for the ESF will be responsible for obtaining all information relating to ESF activities and requirements caused by the emergency and disaster response. This information gathering will frequently require the primary agency to step outside traditional information gathering protocols.
5. The County will respond to local requests for assistance through the ESF process. Within the EOC, requests for assistance will be tasked to the ESF's for completion. The primary agency will be responsible for coordinating the delivery of that assistance.
6. The Emergency Management Director will issue mission assignments to the primary departments for each ESF based on the identified resource shortfall. Resource tasking will be accomplished through the ESF's on a mission assignment basis. The tasking on a mission assignment basis means that a local government's resource shortfall will be addressed through assigning a mission to address the shortfall rather than tasking specific pieces of equipment or personnel.
7. The primary department or agency for that ESF will be responsible for identifying the particular resource or resources that will accomplish the mission and coordinate the delivery of that resource to the local government.

### **C. Plan Activation**

1. Citrus County will active the Comprehensive Emergency Management Plan (CEMP) in the in the event of any of the following:

- a) This plan will be activated pursuant to Chapter 252, Florida Statutes, and in accordance with the Emergency Management Interlocal Agreement to ensure the health, safety and welfare of the community.
- b) When the Chairman (Vice Chairman or their designee) of the Board of County Commissioners declares a State of local emergency for Citrus County the plan will be activated.
- c) Upon a declaration of the state of emergency by the Governor, as provided by Chapter 252, Florida Statutes, the plan will be activated.
- d) Whenever emergency response actions are required for the immediate protection of life and property prior to the proclamation of a local state of emergency, the plan will be activated.

#### **D. Warning and Dissemination**

##### **1. General**

- a) The purpose of this section is to outline the systems available for warning the responsible government officials and the general public of the threat of an impending disaster or that an actual emergency situation is in progress in the County.
- b) Warnings of impending or potential emergencies such as a hurricane, tornado, severe weather, an airplane crash, a major hazardous materials release or any other significant event that may impact multiple jurisdictions or large numbers of people must be disseminated to responsible officials, emergency response agencies and to the public. The notification is for the purpose of implementing emergency government and management procedures and reporting such actions to State emergency management agencies. It is also necessary to take appropriate protective actions and preparedness and response measures.

##### **2. County Warning Point**

The County Warning Point is staffed 24 hours a day, 7 days a week. The communications that are available through this office are: State Emergency Management Satellite Communications Network (ESATCOM); Duke Energy Hot Ring Down; 800 MHz radios; local government low band radio; cell phones, pagers and all call-down lists needed to respond to an emergency

(with home and work telephone numbers listed). The County Warning Point has communication systems to adequately send and receive warning information to and from all relevant sources. The Citrus County Sheriff's Office uses the CODE RED System in the Emergency Operations Center. This program is used to call geographic areas of the county to notify the citizens of a possible emergency situation.

a. Location:

The County Warning Point is located in the Citrus County Sheriff's Emergency Operations Center at 3549 Saunders Way, Lecanto, Florida 34461. The elevation is approximately 60 feet above mean sea level and is free from flooding.

b. Generators:

The Citrus County EOC/Warning Point has an alternate power source – three 450 kW diesel generators are on site. There are two 5000 gallon fuel tanks onsite with enough fuel for 3-4 days. Citrus County Fleet Management serves as a backup fuel supplier for the Emergency Operations Center. This supplier has placed the Emergency Operations Center on a priority status. Generators are tested once a week.

c. Citrus County Siren:

Citrus County has 40 sirens with public address capability. These sirens are located in the twenty mile radius around Duke Energy Nuclear Plant and in the coastal area of the County. The siren system is tested each Friday at noon.

3. Significant Incidents

Notifications of watches, warnings, or the occurrence of significant events will be received at the Warning Point through bulletins and advisories from the National Weather Service received via the EM-NET, the NOAA Weather Radio, local media, telephone and the general public. These significant incidents may include but are not limited to the following:

- Any incident that may require a substantial evacuation and/or relocation of a given area.
- Any event posing a potential threat for a mass casualty incident.
- Any weather related warning advisory.
- Any formation of tropical weather systems.
- Any incident, which closes, or significantly blocks major roadways within the County.
- Any large or multiple structure fires.
- Any prolonged shutdown of public utilities.
- Any incident where public resources within Citrus County are being deployed out of the County.
- Any event posing a major environmental threat.

#### 4. Alerting

Upon the receipt of notification of any such significant event, the Communications Supervisor or on-duty Communications personnel shall implement the procedure appropriate to the event (weather, fire, hazardous materials, mass casualty incidents, etc.) The Communications Manager or their designee will alert the Emergency Management Director or designee as needed. The Director or their designee may advise that one, or a combination of the following actions, be initiated by the Communications Director or designee as the County Warning Officer:

- Fax Alert Warning System.
- Notify the State Warning Point, via the EM-NET or by telephone.
- Notify one or more designated agencies of county government or political subdivision(s).
- Initiate a partial or full call-out-alert.

#### 5. Call Out Alert

The call-out alert when initiated will be made to county governmental staff and non-county EOC staff utilizing telephone numbers maintained by the Citrus County Communications Section and the County Warning Point Staff. It will be the responsibility of Primary Agencies/Departments for ESF's to notify their respective support agencies, division directors and/or staff, under their span of control. In addition, the following actions may be initiated:

- a) An alert will be sent to all Public Safety Answering Points and they will in turn notify public safety agencies for which they are jurisdictionally responsible.
- b) Citrus County political subdivisions, and other governmental and non-governmental agencies will be contacted, and utilize their own internal procedures to notify their staff of the threat or emergency situation.
- c) Warning the public, whether via the Emergency Alert System (EAS) or other available means, will include instructions for any required actions, i.e., evacuation, keeping away from a disaster area, and seeking cover from a threatened tornado.

## 6. Notification

Upon notification of an emergency or disaster situation, the Emergency Management Director (EMD) or designee is responsible for disseminating warnings to:

- a) Selected County Administration personnel;
- b) Mayors (or designee) of each municipality within the County;
- c) The primary agency contact for each ESF.

The EMD will report to the EOC to supervise activation procedures for an actual or impending emergency. Key warning personnel will coordinate with adjacent jurisdictions using telephone, radio, courier, or any other means necessary and available.

Each Mayor or their representative will alert the municipal services in his/her community and supervise the dissemination of warnings in their municipality.

The primary agency contact for each ESF will contact all of the support agencies to the ESF. All agencies will notify their personnel to begin activation procedures as described in the ESF Annexes and implementing SOG's. The County Emergency Operations Center will be activated under the following levels of activation:

## 7. Levels of Activation

Additional information regarding activation is defined in the Emergency Operation Center Standard Operating Guidelines.

- a) Level III – Monitoring Activation – Monitoring will be implemented whenever Emergency Management receives notice of an incident, which may escalate to threaten public safety. During Level III activation, Emergency Management will disseminate information to the EOC team via facsimile, alpha paging, and radios.
- b) Level II – Hazard Specific Activation- Activation Level II may be implemented by the Emergency Management Director or designee. Only those ESF's impacted by the hazard or involved in the response will be represented at the EOC.
- c) Level I – Full Citrus County Activation – Activation Level I (Full County) may be implemented for a major event. All ESF's, the Command Staff, and Support Staff will be staffed 24 hours a day.

## 8. Warning to the General Public

Citrus County must provide the general public with sufficient advance warning time for effective preparation and emergency plans to be implemented. Citrus County Emergency Management officials can utilize Code Red and Code Red Weather Alert to provide the public with information. The following warning systems are available to disseminate warnings and warning information to the public:

- Integrated Public Alert & Warning System (IPAWS)
- Emergency Alert System (EAS)
- Website at [www.sheriffcitrus.org](http://www.sheriffcitrus.org)
- Fax to media and local businesses
- NOAA Weather Alert Radio
- Citrus Emergency Information Line (rumor control)
- Radio Stations: 95.3, 96.3, 97.3, 98.5, 102.3, 103.7 and 720 AM.
- Volunteer Radio Groups
- Public Speaking Events
- Public Displays



- Local Phone Books
- Public Address or Door to Door, if needed

Cable providers have an information channel on cable which can be accessed by residents and hotel/motel visitors. Telephone call notification can be accomplished by utilizing resort security officers and Chamber of Commerce personnel to contact motels/hotels, campgrounds and other businesses that cater to seasonal or transient populations.

#### **E. Emergency Decision Making**

Two key elements that are essential for making sound emergency decisions is knowing the amount of time that is needed to respond to the emergency and the amount of resources that are needed and available. When making emergency action decisions the following general methodology will be used:

1. In hurricanes or weather related emergencies, pre-emergency hazard times are computed based on a hurricane tracking program. These times therefore are based on the actual characteristics of the event (i.e., forward speed of the storm and the distance tropical storm conditions extend from the eye). Total evacuation times are the combination of the clearance and pre-emergency hazard times.
2. The probabilities generated by the National Weather Service (NWS) will be considered when recommending protective measures. These probabilities are simple mathematical odds deduced from computer weather models.
3. Pre-emergency hazard time is the amount of time between the onset of the event and the actual arrival of hazardous conditions.
4. After determining the total pre-emergency time and the length of time before the arrival of hazardous conditions, a projection is made of when a decision must be reached. This is decision time.
5. Decision time is the amount of time available before the issuance of protective actions to allow adequate response time for the threatened population.
6. Execution time is the time available that allows for the completion of an emergency action before hazardous conditions are experienced. This would include a mobilization time.

7. During the process of decision making, determination for the issuance of protective actions and furnishing of assistance will be based on the following priority:
  - a) Life-Threatening circumstances - A problem is directly linked to life threatening circumstances; such requests will receive first priority.
  - b) Protection of Property - A threat exists for large-scale damage to property.
  - c) Operational responses to the above situations will be based upon the following:
    - d) Availability of Resources - ESF-7 must assess the availability of resources, consider anticipated problems and identify the most effective method of meeting the request.
    - e) Location of Resources - ESF-7 staff will identify the closest available resources.
    - f) Arrival Time - ESF-7 staff will estimate the time of arrival of resources.

## **F. Protective Actions**

### **1. Evacuations**

#### **a) General**

One of the most critical requirements in preparing for and responding to emergencies and disasters is the development of detailed plans and procedures for the evacuation of residents from threatened areas during localized disasters and the mass evacuation of large segments of the population resulting from a hurricane or significant coastal flooding event.

#### **b) Evacuation Order Timing**

The timing of an evacuation order is based on:

- Identification of the at risk population;
- Identification of the special needs population;
- Designation of evacuation routes;
- Determination of the evacuation clearance time;
- Establishment of a traffic control system;
- Opening of shelters (if required)

- Assignment of public transportation resources to assist in the evacuation;
- And the estimated time of hazard impact.

## G. At Risk Population

### a) Localized Evacuations

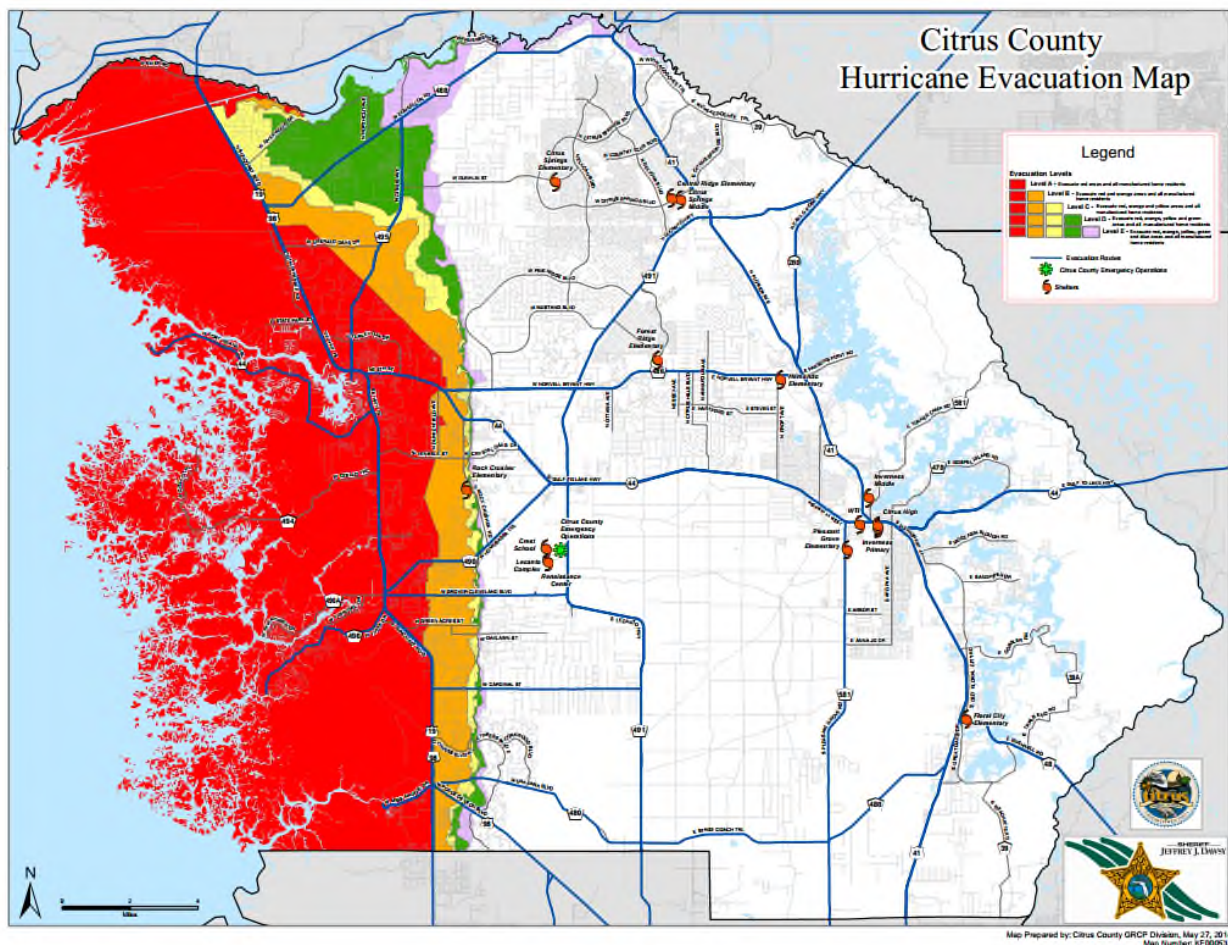
It is not possible to determine in advance the exact population at risk. The population at risk will be determined by the Incident Commander based on the situation and input from the EOC Staff and affected municipality.

### b) Coastal Flooding

The population at risk for significant coastal flooding events is generally described as the population west of US-19, 1.5 miles east US-19.

### c) Hurricane

Figure 5: Hurricane Evacuation Map



d) Evacuation Routes

Most residents will use the shortest, most familiar routes to evacuate. Evacuation routes to out of county destinations have been identified and route markers placed along the roadways.

e) Clearance Time

The clearance time is based on the number of people required to evacuate, the number of vehicles which may be used, the suitability of the roads (condition, capacity, elevation, location, etc.) and then any special evacuation consideration such as medical facilities and people with special needs. It is anticipated that for a coastal flood or hurricane, a portion of the vulnerable population will begin their evacuation before an official evacuation order is issued. This early evacuation is encouraged, especially for those going out of county. Early evacuation will be recommended during a hurricane watch when time permits. Specific hazard clearance times are identified in the coordinating procedures.

f) Traffic Control

ESF-16 will coordinate necessary traffic control to expedite movement of evacuees and assist in the evacuation. In order to maintain continuous movement thorough critical intersections, law enforcement may take the following actions:

- Adjust traffic signal timing;
- Established staffed traffic control points;
- Modify lane use;
- Set-up barriers to redirect flow;
- Tow/push disabled vehicles out of the way.

g) Public Transportation

ESF-1 will coordinate the resources to move evacuees.

#### h) Issuing the Evacuation Order

Once the threat has been defined, the evacuation area determined and the evacuation time identified, the recommended evacuation level will be presented to the Policy Group. It will also be recommended that a state of local emergency be declared at the same time (or prior to) the evacuation order. The evacuation order and state of local emergency will be disseminated to the public through activation of the emergency information systems.

### 2. Sheltering

Shelters are provided for persons who have no other place of refuge from a hazard. ESF-6 will coordinate shelter operations in Citrus County. The primary agency is the Citrus County Emergency Management Section. Citrus County has seventeen (17) schools that are utilized as shelters. Five (5) of these shelters partially meet the Enhanced Hurricane Protection Area (EHPA) criteria or meet the American Red Cross 4496 standards.

#### a) Localized Emergencies

During a localized emergency the need for shelters will be determined by the Incident Commander in coordination with the Citrus County Sheriff's Office Emergency Management Section.

#### b) Hurricane

The number of shelters to be opened during a hurricane is based on the evacuation level implemented. For a significant hurricane event all shelters may be opened simultaneously.

#### c) In Place Sheltering

When a no notice event such as a hazardous materials spill or radiological, it may not be practical to remove residents from their homes. The decision to evacuate must be weighed against the exposure the residents and emergency workers may experience during the evacuation. In-place sheltering means that residents will be advised to remain in their homes with

the windows closed and all open air circulation systems turned off. In-place sheltering should not be implemented when the sheltering duration is expected to exceed two hours.

d) Refuges of Last Resort

Citrus County does not identify structures to be used as refuges of last resort nor does it condone or staff refuges of last resort. Residents are expected to horizontally evacuate from coastal areas and mobile homes to substantial inland structures. However once sustained winds reach 45 mph, all residents will be urged to stay off roads and seek shelter in the nearest substantial building in a room without windows.

## **H. Relief Operations**

Once the emergency has passed, coordination of relief operations will begin such as search and rescue operations, mass casualty activities, provision of emergency supplies, preliminary damage assessment, emergency debris removal, and emergency restoration of utilities. The EOC will continue to direct management and coordination of all emergency response functions. Emergency relief agencies as well as all levels of government and the responding disaster relief organizations will be represented through various emergency support functions in the Emergency Operations Center.

The primary initial local coordinating agency for requesting resources and relief from State and Federal sources and allocating such supplies within the County will be the Emergency Operations Center. State and Federal Emergency Response Teams will be established and sent as soon as possible after the emergency. Ideally, these Emergency Response Teams will be located in Citrus County at or near the Emergency Operations Center and will carry out all State coordination and assistance functions until the Federal Disaster Field Office (DFO) is established.

The municipalities will make requests for immediate relief supplies and resources to the EOC. The EOC will consolidate all city requests into a County request for immediate relief resources.

## **I. Activation of the National Response Framework**

When it becomes apparent that the anticipated magnitude, and extent of damages will be beyond the capabilities of the County and State, and that federal resources will be necessary to supplement local emergency response efforts, the Governor will contact the Director of the Federal Emergency Management Agency's (FEMA) Regional Office in Atlanta and request activation of the National Response Plan. Activation of this plan authorizes the mobilization of federal resources necessary to augment State and local emergency efforts.

### **1. FEMA's Advanced Emergency Response Team**

An advance element of the Emergency Response Team (ERT/A) is the initial group to respond in the field and serves as the nucleus for the full Emergency Response Team (ERT). The ERT/A is headed by a team leader from FEMA and is composed of FEMA program and support staff and representatives from selected federal agencies.

A part of the ERT/A will deploy to the EOC to work directly with the County to obtain information on the impacts of the emergency and to begin to identify specific requirements for federal assistance. Other members of the ERT/A will deploy directly to the most affected areas to identify an appropriate location for the Disaster Field Office (DFO); establish communications; and set up operations in the field.

### **2. FEMA's Emergency Response Team**

The Federal Coordinating Officer (FCO) will head the full Emergency Response Team (ERT). The ERT is composed of the FCO, FEMA program and support staff, and representatives from each of the 12 federal ESF's. The responsibilities of the ERT include:

- a) Coordinating overall federal response and emergency response activities to the County.
- b) Working with the County and State to determine support requirements and to coordinate those requirements with the ESF's.

3. Tasking the ESF's or any other federal agency to perform missions in support of the County.

Upon their arrival, the team leader and ESF's will receive an operational briefing from the Emergency Management Director or designee and be assigned space from which to conduct their activities. Once this is completed, federal ESF staff will establish contact with their counterparts on the County and State ESF's to coordinate the provision of federal assistance to meet resource needs, which exceed the capability of the State and affected local governments.

#### **IV. Direction and Control**

##### **A. Governor**

Under the provisions of Section 252.36, Florida Statutes, the Governor is responsible for meeting the dangers presented to the state and its people by emergencies. In the event of an emergency beyond the control or capability of local governments, the Governor may assume direct operational control over all or any part of the emergency management functions within the state. Pursuant to the authority vested in that position under Section 252.36, the Governor may:

- Declare a State of Emergency to exist through the issuance of an Executive Order or Proclamation.
- Activate the response, recovery and mitigation components of existing State and local emergency plans.
- Serve as Commander in Chief of the organized and voluntary militia and of all other forces available for emergency duty.
- Authorize the deployment and use of any forces, supplies, materials, equipment and facilities necessary to implement emergency plans.
- Suspend the provisions of any regulation, statute, order or rule prescribing the procedures for conducting government business if compliance would in any way hinder or delay necessary emergency actions.
- Utilize all available resources of the state and local governments, as reasonably necessary to cope with the emergency.
- Transfer the direction, personnel and functions of state agencies to assist in emergency operations.



- Commandeer or utilize any private property necessary to cope with the emergency.
- Direct and compel the evacuation of all or part of the population from any threatened or stricken area.
- Prescribe routes, modes of transportation, and destinations for evacuees.
- Control ingress and egress to and from an emergency area, the movement of persons within the area, and occupancy of premises therein.
- Suspend or limit the sale, dispensing or transportation of alcoholic beverages, firearms, explosives or combustibles.
- Make provisions for the availability of temporary emergency housing.

**B. Governor's Authorized Representative (GAR)**

Section 252.36, Florida Statutes, authorizes the Governor to delegate or otherwise assign his command authority and emergency powers as deemed prudent. The Governor has appointed the State Coordinating Officer (State Director of Emergency Management) as his authorized representative, to act on his behalf in carrying out the provisions of Chapter 252, Florida Statutes.

**C. Board of County Commissioners**

Under the provisions of Section 252.38, Florida Statutes, the Board of County Commissioners is responsible for safeguarding the life and property of the citizens of Citrus County, and to provide for the effective and orderly governmental control and coordination of emergency operations. For the purpose of effectively carrying out these emergency responsibilities, the Board has delegated these authorities to the Citrus County Sheriff's Office. The Citrus County Board of County Commissioners and the Citrus County Sheriff have executed an Inter-local Agreement delegating the authority of emergency management operations consistent with federal, state and local law, including but not limited to Chapter 252, Florida Statutes, Florida Administrative Code, applicable County Ordinances, the Citrus County Comprehensive Emergency Management Plan and the Citrus County Radiological Emergency Plan to the Citrus County Sheriff's Office.

**D. Emergency Management Director or designee**

Section 252.38, Florida Statutes, directs each county to establish an Emergency Management Office and appoint a Director to carry out the provisions of section 252.31 - 252.60 in accordance with the inter-local agreement by and between

---

the Citrus County Board of County Commissioners and Citrus County Sheriff's Office. The Citrus County Sheriff's Office, Emergency Management Director is the designated Emergency Manager for the County. In this capacity, the Director is directly and solely responsible for:

- Organization, administration and operation of Emergency Management.
- Serves in the capacity of advisor to the Board of County Commissioners during emergency or disaster operations.
- Coordinator of activities services and programs to emergency planning and emergency response throughout Citrus County.
- Maintaining liaison with State, Federal and other local Emergency Management Agencies.
- Development and maintenance of operational planning for emergency responses.
- Instituting training programs and public information programs.
- Ascertaining the requirements of the County in order to implement emergency response operations.
- Taking all preparatory steps necessary, including the partial or full emergency mobilization of agencies of county and municipal governments in advance.
- Cooperating with the Governor's Authorized Representative, the State Division of Emergency Management and all other Federal and relief agencies in matters pertaining to Emergency Management.
- Taking measures to carry into effect any request from municipalities, agencies, the State Division of Emergency Management, or Federal agencies for any appropriate Emergency Management activity.
- Carry out any implemented actions deemed necessary by the Sheriff and/or the Board of County Commissioners.

The Assistant Emergency Management Director will serve as the Operations Officer at the EOC unless tasked to function as the Emergency Management Director, should the Emergency Management Director be unable to serve.

#### **E. Additional Direction and Control Policies**

1. The Citrus County Board of County Commissioners and City Mayors of incorporated jurisdictions have the responsibility and authority to direct and control emergency/disaster operations in their jurisdictions.
2. Municipalities, pursuant to F.S. Chapter 252.38, legally constituted, may establish emergency management programs and develop emergency

management plans in conformance with Federal, State and County plans. The other municipalities' command and control operations will be supported by the Citrus County Emergency Operations Center.

3. The Policy Group for Citrus County Emergency Operations includes the Board of County Commissioners Chairman, County Administrator, County Attorney, Citrus County Health Department Director, Sheriff, Emergency Management Director and the City Mayors or Managers of Inverness and Crystal River. The Policy Group will provide overall direction for emergency operations. The Emergency Management Director or designee in conjunction with the Policy Group will determine when to issue the Local State of Emergency, evacuation orders and curfew, etc., as necessary. The Policy Group will resolve operational and resource conflicts.
4. The public officials in other incorporated cities of Citrus County are responsible to provide policy guidance in the administration of emergency management programs in their respective jurisdictions.
5. The Emergency Management Director or designee will serve as senior liaison officer for Citrus County when coordinating with the Florida Division of Emergency Management, Florida Military forces and Federal Military forces.
6. When the provisions of this are in effect, centralized direction and control of all emergency/disaster operations will be coordinated through the Citrus County Emergency Operations Center.
7. The Emergency Management Director or designee, when required, to ensure quick response to an actual or impending emergency/disaster, will activate appropriate portions of this plan.
8. Pursuant to the Inter-local Agreement, the Sheriff's Office is responsible for the administration of Emergency Management for the health, safety and welfare of the citizens of Citrus County. Within this structure, Citrus County Sheriff's Office, Emergency Management Section is responsible for all aspects of emergency management including preparedness, coordinating response, recovery and mitigation efforts.
9. A copy of the State Wide Mutual Aid Agreement is included in the Mutual Aid Appendix. First Response Agreements with the municipalities are in existence. A Memorandum of Understanding is signed with the American Red Cross.

#### **F. Citrus County Response Team Organization**

1. In order to facilitate the use of the ESF Concept, the organizational structure has been designed to match the Incident Management System (IMS). Pursuant to the Inter-local agreement, the Emergency Management Director or designee will be the Incident Commander during most emergency situations.
2. Each section within the IMS contains functional responsibilities that can be matched with corresponding Emergency Support Functions in the State CEMP. In the IMS used by Citrus County, depending on the scope of the disaster, one agency may be responsible for several tasks, each represented by a different ESF in the State CEMP.

#### **G. Citrus County NIMS Integration**

1. Citrus County is incorporating the National Incident Management System (NIMS) structure into all response and incident plans prior to the deadline set by the federal government for compliance.
2. NIMS compliance is mandated for federal, state and local jurisdictions by the following directives: Homeland Security Act of 2002; HSPD-5 Management of Domestic Incidents; HSPD-8 National Preparedness; and the National Response Framework or NRF.
3. The NIMS establishes a uniform system for incident management and emphasizes the importance of maintaining accurate and up-to-date information on resource management and use as a critical component of domestic incident management. It also utilizes Multi-agency Coordination Systems (MACS) as a common framework for coordinating and supporting incident management. MACS may be required on large or wide scale emergencies that require higher level resource management or information management. Resources may include facilities, equipment, personnel, procedures and communications. Primary functions are to support incident management policies and priorities, facilitate logistics support and resource tracking, make resource allocation decision based on incident management priorities, coordinate incident-related information and coordinate interagency and intergovernmental issues regarding incident management policies, priorities and strategies.
4. The National Response Framework (NRF) serves as the core operational plan for national incident management, establishing national-level coordinating structures, processes, and protocols that must be incorporated into existing Federal interagency incident plans.

5. The NRF details its reliance on NIMS operating principles and protocols in applying Federal support to incidents of national significance. Together, the NRF and the NIMS integrate the resources of jurisdictions, incident management and emergency response disciplines, nongovernmental organizations, and the private sector into a seamless national framework for domestic incident response. NIMS recommends variations in incident management through the use of Unified Command and Area Command.
6. Unified Command is utilized when more than one responding agency has responsibility for the incident or when the incident crosses political jurisdictions. Unified Command allows agencies to work together to analyze intelligence information and establish a common set of objectives and strategies for a single Incident Action Plan or IAP allowing agencies with responsibility to participate in the decision making process and does not change any of the other features of ICS.
7. Area Command oversees the management of multiple incidents each being managed by an ICS organization or oversees the management of large incidents that cross political jurisdictions and are particularly relevant to public health emergencies because these emergencies are usually not site specific, not immediately identifiable and may be geographically dispersed and evolve over time. Area Command is responsible for setting overall strategy and priorities; allocating critical resources; ensuring incidents are properly managed; ensuring that objectives are met; and ensuring that strategies are being followed.
8. The Public Information Officer or PIO will operate within the parameters for the Joint Information System or JIS which provides an organized, integrated and coordinated mechanism for providing information to the public during an emergency to ensure that decision makers and the public are fully informed throughout a domestic incident response. The Joint Information Center or JIC is the physical location where public information staff involved in incident management activities can locate to perform critical emergency information, crisis communications and public affairs functions.

#### **H. Incident Management Communication**

Preparedness organizations must ensure that effective communications processes and systems exist to support a complete spectrum of incident management activities. The following principles apply:

1. Individual Jurisdictions

These will be required to comply with national interoperable communications standards, once such standards are developed. Standards appropriate for NIMS users will be designated by the NIMS Integration Center in partnership with recognized standards development organizations (SDO's).

## 2. Incident Communications

These will follow the standards called for under the ICS. The IC manages communications at an incident, using a common communications plan and an incident-based communications center established solely for use by the command, tactical and support resources assigned to the incident. All entities involved in managing the incident will utilize common terminology, prescribed by the NIMS, for communications.

In compliance with NIMS criteria, preparedness organizations and personnel at all levels of government, and within the private sector and nongovernmental organizations, must be appropriately trained in order to improve all-hazards incident management capability nationwide. Incident management organizations and personnel must also participate in realistic exercises—including multi-disciplinary and multi-jurisdictional events, and private sector and nongovernmental organization interaction— in order to improve integration and interoperability.

### **I. Incident Management Training**

- a) Citrus County will comply with all applicable requirements for NIMS training. Incident management organizations and personnel at all levels of government, and within the private sector and nongovernmental organizations, must be appropriately trained in order to improve all-hazards incident management capability nationwide. Incident management organizations and personnel must also participate in realistic exercises—including multi-disciplinary and multi-jurisdictional events, and private sector and nongovernmental organization interaction— in order to improve integration and interoperability. Training involving standard courses on incident command and management, incident management structure, operational coordination processes and systems—together with courses focused on discipline-specific and agency-specific subject matter expertise—

helps ensure that personnel at all jurisdictional levels and across disciplines can function effectively together during an incident.

- b) The Secretary of Homeland Security has outlined a series of steps that must be taken to become compliant with the NIMS. Specifically, each state, territorial, tribal and local level jurisdiction should support NIMS implementation by completing the NIMS awareness course (IS-700). This independent study course explains the purpose, principles, key components and benefits of NIMS. In addition, all emergency personnel with a direct role in emergency preparedness, incident management or response should have taken the NIMS course as well as ICS-100 Introduction to ICS. These online courses can be taken on any computer that has an Internet connection. To access all the courses, all of the materials are there along with the online test, simply go to <http://training.fema.gov/EMIWeb>.

**First Level Supervision** – Agency and organization management after the entry level; personnel who fill ICS roles as First Line Supervisors, Single Resource Leaders, Field Supervisors and other emergency management/response personnel that require a higher level of ICS/NIMS training should in addition to the requirements for entry level, take the ICS-200 Basic course or equivalent.

**Managerial Level** – Agency and organization management between the executive level and first level supervision; personnel who fill ICS roles as Branch Directors, Division/Group Supervisors, Unit Leaders, technical specialists, strike team and task force leaders, single resource leaders and field supervisors; midlevel Multi-Agency Coordination System personnel; EOC Section Chiefs, Branch Directors, Unit Leaders; and others. These personnel should take the IS-800 National Response Plan and ICS-300 or Intermediate ICS or equivalent in addition to the requirements of the First Level Supervision Level.

**Executive Level** – Political and government leaders, agency and organization administrators and department heads; personnel that fill ICS roles as Unified Commanders, Incident Commanders, Command Staff, General Staff in either Area Command or single incidents; senior level Multi-Agency Coordination System personnel; senior emergency managers; and Emergency Operations Center Command or General Staff. These personnel should take the ICS-400

---

or Advanced ICS or equivalent in addition to the requirements of the Managerial Level.

## **V. Financial Management**

It is the intent of this policy to provide guidance for basic financial management to all departments and agencies responding under the provisions of the plan. Additionally, its intent is to ensure those funds are provided expeditiously and financial operations are conducted in accordance with appropriate Citrus County policies, regulations and standards.

### **1. Assumptions**

- a) Due to the nature of most emergency situations, finance operations will often be carried out with compressed time frames and other pressures, necessitating the use of non-routine procedures. This, in no way, lessens the requirements of sound financial management and accountability.
- b) A Presidential disaster or emergency declaration will permit funding from the Federal Disaster Relief Fund under the provisions of the Stafford Act in addition to the financial resources initiated at the local and state levels.

### **2. Expenditure of Funds**

Timely financial support of any extensive response activity could be crucial to saving lives and property. While innovative means of procurement may be called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed in order to safeguard the use of public funds from the potential of fraud, waste and abuse.

- a) In concert with federal guidelines, officials of the primary and support agencies will give approval for expenditure of funds for response operations. Each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls, and to ensure that actions taken and costs incurred are consistent with the missions identified in this plan.



- b) Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs, formal records and file copies of all expenditures (including personnel time sheets) in order to provide clear and reasonable accountability and justification for future reimbursement requests. Reimbursement is NOT an automatic "given," so, as much deliberative prudence as time and circumstances allow should be used.
- c) The Citrus County Office of Management and Budget will be responsible for financial management with regard to State/Federal assistance requested by the Citrus County Board of County Commissioners. Any financial management with regard to State/Federal assistance requested by the Citrus County Sheriff's Office will be handled by the Citrus County Sheriff's Office Finance Division. The statutory duties and obligations of the Office of the Clerk of Court with regard to financial accounting shall be respected and adhered to all times as required by law. Financial guidance and training will be conducted by the Citrus County Office of Management and Budget for BoCC agencies. Financial guidance and training will be conducted by the Citrus County Sheriff's Office Finance Division for the Citrus Sheriff's Office. The Citrus County Board of County Commissioners will execute any funding agreements with other legal entities. The Sheriff or designee will execute funding agreements on behalf of the Citrus County Sheriff's Office.
- d) All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained, as applicable, in compliance with:
  - The Code of Federal Regulations - Title 44 Emergency Management and Assistance (CFR 44); relevant Circulars and Federal Statutes, in a manner consistent with provisions of the Federal Stafford Act;
  - Chapter 252, Florida Statutes, relating specifically to emergency management powers and responsibilities of local government.
  - The Citrus County Office of Management and Budget.
  - The Citrus County Sheriff's Office Finance Division.
  - The Handbook for Disaster Assistance, Florida Division of Emergency Management has been prepared to provide basic information and instructions. This handbook can be obtained from Citrus County Sheriff's Office, Emergency Management Section.

- The Public Assistance Policy Digest, Federal Emergency Management Agency, defining policies and procedures for the Public Assistance Program. This handbook can be obtained from Citrus County Sheriff's Office, Emergency Management Section.
- e) The Citrus County Office of Management and Budget is responsible for implementing, maintaining and tracking all financial projects and matters pertaining to the Board of County Commissioners during and after a disaster. The Citrus County Sheriff's Office Finance Division is responsible for implementing, maintaining and tracking all financial projects and matters pertaining to the Citrus County Sheriff's Office during and after a disaster. Each office on behalf of their respective agencies is responsible for the preservation of their own pertinent documents.

The Finance Director with the Citrus County Sheriff's Office is responsible for the disaster preservation of vital records and documents. These records are backed-up by data processing and are stored in the vault of a local bank.

- f) Funding sources for day to day emergency management activities and operations are available and include the following:
- Emergency Management Preparedness and Assistance Trust Fund (EMPATF)
  - Emergency Management Performance Grant (State Homeland Security Grant Program)

Pre-Disaster Funding Sources are available through the following:

- Pre-Disaster Mitigation Program Flood Mitigation Assistance

Post Disaster Funding Sources are available through the following:

- FEMA Public Assistance Program Hazardous Mitigation Grant Program

- g) Mutual Aid Requests

---

Citrus County and its municipalities are signatories to the Statewide Mutual Aid Agreement for catastrophic disaster response and recovery. Mutual Aid will be coordinated through the Citrus County Sheriff's Office Emergency Management Section. The Emergency Management Director or designee is responsible for overseeing the mutual aid process. Requests for or responding to a request will go from the Citrus County EOC to the State EOC once approved by the Emergency Management Director. These requests will be documented in WebEOC and EM Constellation.

## **VI. Training & Exercises**

### **A. GENERAL**

This section will outline a training program that will ensure that emergency responders and the public fully understand the overall concept of Emergency Management and their responsibilities before, during and after an emergency/disaster. The Emergency Management Director and EM staff is responsible for these activities.

### **B. CONCEPT OF OPERATIONS**

#### **1. General**

- a) Citrus County Sheriff's Office, Emergency Management Section has prepared a training program to provide guidance for local governments to improve their capability for mitigation activities as well as to prepare for, respond effectively to and recover from an emergency or disaster.
- b) The training program shall have three dimensions:
  - Programs and courses available through the Federal Emergency Management Agency, the State and other governmental/volunteer agencies.
  - Local departmental emergency response training.
  - Community based awareness, self-help, population protection procedures and public awareness training for the general public.

## 2. Phases of Management

### a) Mitigation/Preparedness Training

- Division/agency heads will designate Emergency Coordinators within their organization.
- Division/agency heads and Emergency Coordinators will participate in Emergency Management training to better prepare their organizations for responding to emergencies/disasters.
- Divisions/agencies will identify needed Emergency Management training and request it from Citrus County Sheriff's Office, Emergency Management Section.
- All divisions/agencies are encouraged to budget for training and exercises.

### b) Response Training

- The Emergency Management Institute and the Florida Division of Emergency Management provide on-site training for law enforcement, medical, fire services, utilities and emergency management personnel.
- Resident training at the Emergency Management Institute is encouraged for response groups from the jurisdictions to better understand the Integrated Comprehensive Emergency Management concept and the local plan.
- The objectives of Emergency Management training are to develop team skills for the Citrus County Emergency Operations Center; field operations; Information systems; technical information related to hazard mitigation, preparedness, response and recovery; and roles and responsibilities of all levels of government and the private sector in the face of emergencies or disasters.
- Group training is encouraged for the Citrus County Emergency Operations Center staff, Policy Group, individuals, information officers, all government division/department heads and their Emergency Coordinators, damage assessment teams, human needs assessment teams, school board personnel, medical/health, institutional personnel, volunteers, communications/dispatchers, etc.

- Internal training consists of the concepts of field operations and key components of the Citrus County Comprehensive Emergency Management Plan. An overview of the Citrus County Comprehensive Emergency Management Plan and training is essential to departments developing emergency procedures.
- Internal training should be done on-site and in-groups.
- Community awareness programs are provided to train citizens as to what actions are expected of them before, during and after an emergency/disaster.
- Preparing citizens for protective action and self-help practices immediately following a disaster is part of the Emergency Management training program.
- The Emergency Management training program encourages members of all groups to take advantage of available training.

c) Recovery Training

- Recovery exercises complete the process of exercising the Citrus County Comprehensive Emergency Management Plan. Recovery exercises are designed to fit the format from tabletop to full-scale exercises.
- Individual and departmental evaluations of exercise performance are used to determine internal training requirements.
- Group and individual training at the Emergency Management Institute should be scheduled routinely. These courses cover natural, technological and manmade hazards, as well as event specific courses.

3. Exercises

a. General

"Exercising" is the primary way to activate, test and evaluate the components of the Citrus County Comprehensive Emergency Management Plan and to determine if the plan will work in an actual emergency/disaster situation. All exercises will follow the Homeland Security Exercise & Evaluation Program (HSEEP) including After Action Reports.

b. There are four principal reasons for conducting exercises:

- To detect deficiencies in a plan.
- To detect deficiencies in the overall system.
- To identify potential personnel and staff problems of divisions/agencies.
- To detect problems relative to functions and operations of equipment.

c) Progressive Exercising

- Tabletop exercises are designed to detect potential problems with coordination, to determine the appropriateness of assigned responsibilities and to achieve a certain level of familiarity of a plan.
- Functional exercises are more complex and are designed to test individual functions, such as direction and control, multiple functions, decision making, warning, public information or recovery.
- Full-scale exercises are the highest level of exercise. It is the culmination of the exercise program. It is designed to evaluate the operational capability of the emergency management system over a substantial period of time. It tests major components and sub-components of the plan.

d) Exercise Requirements for Every Jurisdiction

Each of the municipalities in Citrus County is responsible by law for the safety and welfare of its citizens. Training should therefore involve the utilization of all municipal as well as County capabilities in a coordinated effort in accordance with individual plans and Standard Operating Guidelines (SOG's).

Citrus County Sheriff's Office, Emergency Management Section will conduct, at a minimum, an annual tabletop exercise, which will incorporate the participation of all county agencies and municipalities, utilizing the County CEMP as a guide.

- A functional exercise is to be conducted once every three years, in a four-year period.
- A full-scale exercise is required every four years.
- A constructive evaluation of exercises will be completed for the purpose of addressing operational deficiencies and revising plans and procedures.
- After every exercise or activation, the Activation

- Evaluation Report will be completed and areas of deficiency will be noted.
- This report will be utilized to determine further training needs.

### **C. Responsibilities**

1. Citrus County Sheriff's Office, Emergency Management Section is responsible for ensuring the Citrus County Emergency Operations Center staff and operational responders fully understand their procedures and responsibilities, as outlined in the Citrus County Comprehensive Emergency Management Plan.
2. Training and scheduling of training for Emergency Management purposes will be coordinated through Citrus County Sheriff's Office, Emergency Management Section.
3. Department/agency heads should budget for, and participate in, training activities related to emergency preparedness programs.
4. Municipalities: The City Manager is responsible for the training of personnel under the jurisdiction of that office. Appropriate personnel should attend training courses offered by Federal, State and local organizations whenever possible.
5. Citrus County Sheriff's Office, Emergency Management Section will:
  - a) Coordinate all disaster-related training within the County to ensure that all of the overall objectives of the CEMP are being met. As an example:
    - Radiological monitoring;
    - Shelter management;
    - Handling of hazardous materials;
    - Damage assessment
  - b) Assist County departments and agencies, municipalities, and non-governmental disaster agencies as required, in attaining coordinated training and education objectives.

c) Utilize to the fullest extent all available means to reach the maximum number of County residents to provide sufficient public information with which to develop individual plans:

- Booklets, pamphlets and brochures for public distribution;
- Lectures and seminars relating to personal disaster preparation;
- Local public information spots on radio and television.
- Conduct exercises to evaluate components of the CEMP.
- Upon completion of exercises, procedures and training will be modified to correct the deficiencies noted.
- Those agencies or departments having Primary and Support responsibilities for ESF's will establish training programs covering their respective responsibilities, in accordance with approved ESF Annexes and SOG's.

d) Conduct exercises to evaluate components of the CEMP.

- Upon completion of exercises, procedures and training will be modified to correct the deficiencies noted.

6. Those agencies or departments having Primary and Support responsibilities for ESF's will establish training programs covering their respective responsibilities, in accordance with approved ESF Annexes and SOG's.

## **VII. Reference and Authorities**

Ultimate responsibility for the protection of life and property and the preservation of public peace, health and safety lies with local governments. The authority for local governments to respond to situations and take actions necessary to safeguard the life and property of its citizens is set forth in the following regulations.

### **A. Citrus County**

1. Chapter 252.38, Florida Statutes delineates the emergency management responsibilities of political subdivisions in safeguarding the life and property of citizens and other persons within the political subdivision. Key points within the statutes are listed below.



- a) Citrus County shall perform emergency management functions within the territorial limits of Citrus County and conduct those activities pursuant to 252.31 – 252.91, and in accordance with state and county emergency management plans and mutual aid agreements. Citrus County has the authority to establish, as necessary, a primary and one or more secondary emergency operating centers (EOC's) to provide continuity of government, and direction and control of emergency operations.
  - b) Citrus County has the power to appropriate and expend funds; make contracts; obtain and distribute equipment, materials and supplies for emergency management purpose; provide for the health and safety of persons and property, including assistance to victims of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set forth by federal and state emergency management agencies.
  - c) Citrus County has the authority to request state assistance or invoke emergency related mutual aid assistance by declaring a local state of emergency. The duration of the local state of emergency shall be limited to 7 days, and it may be extended as necessary in 72-hour increments. Citrus County participates in the Statewide Mutual Aid Agreements in existence. The county also has the power and authority to waive the procedures and formalities otherwise required of Citrus County by law, pertaining to:
    - Performance of public work and taking whatever prudent action is necessary to ensure the health, safety and welfare of the community.
    - Entering into contracts and incurring obligations.
    - Employment of permanent and temporary workers.
    - Utilization of volunteers.
    - Rental of equipment.
    - Acquisition and distribution with or without compensation, of supplies, materials and facilities.
    - Appropriation and expenditure of public funds.
2. Citrus County recognizes the right of municipalities within the County to establish their own emergency management plans and programs. Those

municipalities establishing emergency management programs will coordinate their activities and programs with Citrus County Sheriff's Office, Emergency Management Section in accordance with 252.38 (2) Florida Statutes.

3. Citrus County Sheriff's Office, Emergency Management Section serves the entire county. It is the responsibility of Citrus County to establish and maintain an emergency management office, develop a comprehensive emergency management plan and program that are consistent with the state comprehensive emergency management plan and program.
4. Citrus County Sheriff's Office, Emergency Management Section shall review emergency management plans required of external agencies and institutions.
5. Citrus County School Board shall, during a declared local state of emergency and upon the request of the Emergency Management Director or designee participates by providing facilities and personnel to staff those facilities. Citrus County Community Support Service shall, when providing transportation assistance, coordinate the use of vehicles and personnel with ESF-1, Transportation.

#### **B. Administrative Rules**

The following ordinances and administrative rules apply to Citrus County Sheriff's Office, Emergency Management Section activities.

##### **1. State of Florida Statutes:**

- Chapter 1, Definitions
- Chapter 7, County Boundaries
- Chapter 14, Title IV, Executive Branch, Governor
- Chapter 22, Emergency Continuity of Government
- Chapter 23, Florida Statutes, as amended by Chapter 93-211, Laws of Florida.
- Chapter 30, Sheriffs
- Chapter 73, Eminent Domain
- Chapter 74, Proceedings Supplemental to Eminent Domain
- Chapter 119, Public Records Exemptions
- Chapter 125, County Government; Chapter 162, County or

- Municipal Code Enforcement; Chapter 165, Title XII, Municipalities, Formation of Local Governments; Chapter 166, Municipalities; and Chapter 553, Building Construction Standards
- Chapter 154, Public Health Facilities
- Chapter 161, Beach and Shore Preservation; Part III, Coastal Zone Preservation.
- Chapter 163, Intergovernmental Programs; Part I, Miscellaneous Programs.
- Chapter 166, Municipalities
- Chapter 187, State Comprehensive Plan
- Chapter 252, Emergency Management
- Chapter 321, Highway Patrol
- Chapter 380, Land and Water Development
- Chapter 381, Title XXIX, Public Health
- Chapter 401, Medical Communications and Transportation
- Chapter 403, Environmental Control
- Chapter 404, Radiation
- Chapter 406, Medical Examiners
- Chapter 409, Title XXX, Social Welfare
- Chapter 427, Transportation Services
- Chapter 768, Good Samaritan Act
- Chapter 870, Affrays, Riots, Routs and unlawful assemblies

2. Federal:

- Public Law 106.390, as amended, which provides authority for response assistance under the National Response Plan and which empowers the President to direct any federal agency to utilize its authorities and resources in support of state and local assistance efforts.
- Public Law 93-234, Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
- Public Law 81-290, the Federal Civil Defense Act of 1950, as amended, provides a system for joint capability building at the federal, state and local levels for all types of hazards.

- 
- Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986, which governs hazardous materials planning and right-to-know.
  - Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
  - Public Law 95-510, Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA) as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
  - Public Law 101-549, Clean Air Amendments of 1990, which provides for reductions in pollutants.
  - Public Law 85-256, Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
  - Public Law 84-99 (33 USC 701n), Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, or repair and restoration of flood control works threatened or destroyed by flood.
  - Public Law 91-671, Food Stamp Act of 1964, in conjunction with section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
  - Public Law 89-665 (16 USC 470 et seq), National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
  - Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-11352, Federal Emergency Management and Shelter Program.
  - m. National Flood Insurance Act of 1968, 42 USC 4001 et seq.
  - CFR 44 Parts 59-76, National Flood Insurance Program and related programs.
  - CFR 44 Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
  - CFR 44 Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988.
  - CFR 44 Part 10, Environmental Conditions.
  - CFR 44 Part 14, Audits of State and Local Governments.
  - Presidential Directive HSPD-5 dated February 28, 2003.
  - Presidential Directive HSPD-8 National Response Plan.

- National Response Framework
- National Recovery Framework

3. Administrative Rules State of Florida

- Florida Department of Community Affairs Administrative Rules 9G2, 6, 11, 12, 14, 16, 17, 19 and 20.
- Florida Department of Community Affairs Administrative Rules 9J2 and 5.
- State of Florida Uniform Accounting System (2000)

4. Citrus County

- Citrus County Comprehensive Plan, as amended.
- Citrus County Resolution to adopt the CEMP
- Citrus County Emergency Management Interlocal Agreement
- Citrus County Code of Ordinances – Chapter 30
- Declaration of a Local State of Emergency
- Current Local Mitigation Strategy
- Current Statewide Mutual Aid Agreement
- Citrus County Pandemic Influenza Plan
- Citrus County Strategic National Stockpile Plan
- Citrus County Continuity of Operations Plan
- Citrus County Local Terrorism Incident Response Annex
- Crystal River Nuclear Power Plant Emergency Response Plan
- Hazardous Materials Emergency Plan for the Withlacoochee Region

5. Other reference documents include the following:

- Citrus County Continuity of Operations Plan
- Citrus County Local Terrorism Incident Response Annex
- Citrus County Public Information Booklet
- Citrus County Emergency Management Interlocal Agreement
- Citrus County Pandemic Influenza Plan
- Citrus County Special Needs Shelters Plan
- Citrus County Strategic National Stockpile Plan
- Citrus County Local Mitigation Strategy